UNITED
NATIONS

DP

Governing Council
of the United Nations
Development Programme

Distr.
GENERAL

DP/1990/SR.30
13 September 1990

ENGLISH
Original: FRENCH

GOVERNING COUNCIL

Thirty-seventh session

SUMMARY RECORD OF THE 30th MEETING

Held at the Palais des Nations, Geneva,
on Tuesday, 12 June 1990, at 3 p.m.

President: Mr. POPESCU (Romania)

later: Mr. HAMADZIRIPI (Zimbabwe)

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The meeting was called to order at 3.05 p.m.

PROGRAMME IMPLEMENTATION (continued)

(e) SPECIAL PROGRAMMES

(i) ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS RECOGNIZED BY THE ORGANIZATION OF AFRICA UNITY (DP/1990/29)

1. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme) said that UNDP had continued to diversify its programmes for national liberation movements, in conformity with the guidelines approved by the Governing Council.

2. Since 1970, UNDP had approved about [illegible] projects and follow-up phases, representing almost $43 million in assistance to 12 African liberation movements.

3. He gave an account of UNDP activity in support of national liberation movements. One major contribution made by the Programme was the acquisition of on-the-job experience by cadres. UNDP assistance could be viewed from two perspectives: programmes for food production, health services and education in settlement zones in countries of asylum; and educational and training schemes at accredited schools and institutions in countries of asylum and other countries. Such training programmes represented nearly 64 per cent of total UNDP resources allotted to liberation movements. They had facilitated the training of doctors, educational planners, dentists, civil and aeronautical engineers, public administrators, lawyers, geologists, and so on. UNDP assistance to national liberation movements had made a significant contribution to the accession to independence of Zimbabwe and Namibia.

4. Mr. GQOBOSE (Pan Africanist Congress of Azania) thanked UNDP for its unstinting encouragement of his movement and explained how the Pan Africanist Congress of Azania (PAC) had used the assistance received in the fields of education (projects PAC/86/002 and PAC/87/001), health (project PAC/86/004), and agriculture and food production (projects PAC/86/001 and NLM/88/001).

5. The main purpose of UNDP assistance to national liberation movements had always been to prepare members for participation in the development of their country once it had been liberated. It was more necessary than ever to pursue that policy; and it was essential to increase available resources in order that many more members of national liberation movements could benefit from the numerous opportunities to develop human resources. PAC planned to develop training for managers who would be responsible for running the country's existing companies and enterprises. Africans had never had a chance to receive training of that sort in South Africa. Women, too, would have to be integrated into the development process, to enable them to take their rightful place beside men. Several years before PAC had established a Department for Women, managed by a woman; its numerous activities covered child care, health, nutrition, house building and social welfare in general. All those activities required further resources, especially since growing numbers of PAC members would continue to leave South Africa in order to escape oppression by its racist régime.

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6. Despite an apparent easing of the situation, nothing had really changed in South Africa. For example, section 29 of the Internal Security Act remained in force and allowed the police to arrest anyone and hold them incommunicado indefinitely. Pursuant to section 46 of the same Act, political organizations were required to apply for authorization to organize meetings, and such authorization was automatically denied. The armed racist police and the army continued to kill, torture and harass people as before. The alleged lifting of the ban on national liberation movements was so hedged with conditions that it was risky for members of those movements to return home. There was no general amnesty, for example, to enable exiles to return to the country in complete safety. Suitable arrangements must be made to enable members of national liberation movements to return to their country as speedily as possible. He hoped that the IPFs for national liberation movements would be increased during the fifth programming cycle.

7. Mr. ABRAHAMS (African National Congress) said that the African National Congress (ANC), which had been banned for 30 years, had campaigned to the utmost throughout that period against domination by the white minority and, while in exile, had set up a democratic structure with a view to drawing up guidelines on matters including organization, education and culture; it had also established settlement areas and put in hand a number of health, agricultural, cultural and training projects in order to provide self-management and prepare for life in a free South Africa. The projects were described in paragraphs 12 and 27 of document DP/1990/29. The ban on ANC having been lifted, its National Executive Committee had decided to return to Johannesburg, but it was obliged to take into account the South African Government's intentions and its ability to execute a policy of reconciliation. It could still not be sure that the current political changes were irreversible and that it would not have to go back into exile.

8. It would be years before the principle of universal, compulsory and free education became an established fact in South Africa; in the meantime, thousands of young people were being denied educational opportunities because of the system of Bantu education. It was imperative, therefore, to continue external projects, especially in relation to human resources development, such as the SOMAFCO assistance project and the project relating to the Dakawa Centre for Secondary Education and Vocational Training. The infrastructure of the Dakawa Centre also needed to be strengthened; a revised operational plan would be available by July 1990. The farms and small-scale production units at Mazimbu and Dakawa would continue until a decision had been taken on them. A concerted strategy for project development in South Africa and elsewhere would be submitted to the pledging conference scheduled for the third quarter of 1990.

9. ANC had received considerable assistance, especially during its 20 years of exile. The oppressed South African people was grateful for the generous assistance and the moral and political support it had received; ANC hoped that it could count on even more assistance in the future.

10. OULD CHEIKH EL GHAOUTH (Mauritania) said that his country attached particular importance to the question of UNDP assistance to national liberation movements recognized by OAU; he fully endorsed the recommendations made by the Administrator in that regard in document DP/1990/29. The Mauritanian Government also agreed to the proposal of maintaining for the fifth programming cycle, which henceforth would concern only ANC and PAC, the amount allocated

to the IPF for the three national liberation movements for the fourth cycle. That should be possible, since UNDP would be establishing a country programme for an independent Namibia, a programme which he hoped would be adequate and substantial.

11. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme) thanked the representatives of the two national liberation movements for the further information they had given on assistance by UNDP. In reply to a question asked at the previous meeting by the representative of the United States about funds allocated to national liberation movements to enable them to participate in the work of the Governing Council, he said that those funds were intended to cover the cost of participation by one representative from each movement for five years of Council sessions. He suggested that the observations made by the representative of Mauritania should be discussed when the Council took up questions relating to Namibia.

12. The PRESIDENT proposed that the Drafting Group should be requested to prepare a draft decision on agenda item 4 (e) (i).

13. It was so decided.

PROGRAMME PLANNING

(a) FOURTH PROGRAMMING CYCLE

(ii) QUESTIONS RELATING TO NAMIBIA (DP/1990/37)

14. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme), introducing the report proposed by the Administrator on studies to establish a fourth-cycle IPF for Namibia (DP/1990/37), informed the Council that UNDP had sent to Namibia, in October 1989, a delegation from the Department of Technical Co-operation for Development and the Statistical Office of the United Nations in order to prepare population and GDP estimates to serve as a basis on which to calculate the final fourth-cycle IPF for Namibia. Per capita GDP had been estimated at $1,044, and the population at 1,710,000. On that basis, UNDP had established a total for funds available for the Namibia IPF amounting to $15,670,000, including the third-cycle carry-over, the fourth-cycle IPF, the Namibian independence bonus and Namibia's portion of unutilized IPF resources for national liberation movements.

15. The Administrator recommended that the Governing Council should authorize him to consolidate those resources into the fourth-cycle IPF for Namibia and to utilize the available funds for programmes and projects during the final year of the fourth cycle, and that he should report to the Council, at its thirty-eighth session, on developments relating to the establishment of the Namibia programme.

16. UNDP was working in close collaboration with the authorities of independent Namibia in preparation for the pledging conference to be held in New York on 21 and 22 June 1990.

17. Mr. IVERSEN (Federal Republic of Germany) thanked the Administrator for his report, which painted a clear picture of UNDP activities for newly independent Namibia; he fully endorsed the recommendations set out in paragraph 8 of that report.

18. Mrs. AARNIO (Observer for Finland), speaking on behalf of Denmark, Norway and Sweden as well as her own country, said that the Nordic countries were firmly committed to assisting the Namibian Government and people in their efforts to attain their development objectives. The task was indeed enormous, entailing the creation of new administrative, financial and social structures not based on the apartheid system, and the placing of the whole national economy on a stable footing. And there were important immediate needs to be met in sectors such as labour, housing, health and education. In that regard, she commended UNDP for the plans it had drawn up to deal with any contingency and the various sectoral studies it had carried out during 1989 and early 1990.

19. The Security Council, in resolutions 629 (1989) and 643 (1989), had requested donor countries as a whole to extend financial, material and technical support to the Namibian people, while the UNDP Governing Council, in decision 89/38, had urged the Administrator to establish a trust fund to mobilize resources for activities during the transition period up to and immediately following independence. The funds needed to cover requirements in several priority sectors had been put at $32 million in November 1989 but it seemed that the trust fund had raised no more than $4.5 million. The Nordic countries noted with regret that the Administrator had not mentioned the status or operation of the Fund, financing priorities, or what needed to be done to render it fully operational. Some of the potential donors felt that the programmes planned under the fund were not effective and would doubtless prefer to negotiate assistance directly with the new Government or await the pledging conference. Thus the trust fund, which should be a co-ordinating and funding mechanism for external assistance programmes during the transition period, had fallen short of its objective, and UNDP should find out why.

20. The Nordic countries considered that the primary need was for greater emphasis on aid co-ordination, and invited UNDP to intensify its efforts, in the field and at headquarters, to gather and make available information for that purpose. It would doubtless be advisable to use part of the IPF funds available in order to strengthen national aid co-ordination and management capacity, since it would soon be time to decide on financing priorities and orientation of activities.

21. Document DP/1990/37 seemed quite slim, given the issues involved. The Nordic countries would certainly have appreciated more information on fund utilization, including the trust fund, on co-operation with the Namibian authorities, other United Nations agencies and international financial institutions, on UNDP's plans for activities during the remainder of the fourth cycle, and on the role it intended to play in the shaping of an economically self-reliant Namibia. The Governing Council should envisage giving the Administrator more detailed instructions to that end.

22. Mr. AQUARONE (Netherlands) said he fully endorsed the comments made by the observer for Finland on behalf of the Nordic countries. He himself would like to know the exact situation of the trust fund and for what precise purposes UNDP planned to utilize the contributions made to it. In view of the wide disparities shown by the breakdown of per capita GDP, ranging from $14,650 for whites (5 per cent of the total population) to $63 for non-whites supported by the traditional economy (representing about 55 per cent of the total population), he asked how UNDP planned to take that into account in calculating the fifth-cycle IPF for Namibia; that seemed quite a difficult question since the base data were different from those normally used.

23. Mrs. DOHERTY (United Kingdom) supported the Administrator's recommended amount of $15,670,000 for funds available for IPF resources for Namibia during the remainder of the fourth cycle. She commended the United Nations agencies for the studies they had carried out in order to obtain data for calculating the IPF for independent Namibia. The information provided in part II of document DP/1990/37 would constitute a good starting-point for determining the beneficiaries of future project planning. Her delegation supported the concept of focusing assistance on priority sectors.

24. She would be interested to know what arrangements had been made concerning projects not completed at the time when the United Nations Council for Namibia had been disbanded, for example, with regard to trainees who had not finished their courses. She wondered whether UNDP should take them over, utilizing for that purpose residual funds allocated to those projects under the budget of the Council for Namibia.

25. The United Kingdom planned to allocate £10 million for a bilateral assistance programme for Namibia, focusing essentially on technical co-operation and rehabilitation work; it looked forward to assisting the Namibian Government in carrying out its development plans, together with UNDP and other donor countries.

26. Mr. KITAGAWA (Japan) said that Namibia, which had finally achieved political independence, must now address itself to the arduous task of laying the foundations for its economic and social development. It was essential for the international community to support its efforts to achieve self-reliance. The development organs of the United Nations system, and UNDP in particular, should help to mobilize external resources and co-ordinate co-operation activities for that country. In that light, Japan welcomed the establishment of an IPF for the fourth programming cycle for Namibia and hoped that the resources would be used judiciously.

27. The first pledging conference would be a good opportunity to inform countries participating in multilateral and bilateral assistance of Namibia's development needs and priorities. Japan would take part in it, and would strive to give the Namibian Government as much assistance as possible in order to help it to achieve its objectives.

28. Mr. SALEEM (Pakistan) said that Pakistan had been closely associated with the plans for Namibia's independence and had done its utmost to assist the Namibians in their independence struggle and during the transition period. He hoped that the United Nations agencies, and UNDP in particular, would support Namibia during that critical moment in its history.

29. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme), replying to the questions asked by Council members, said that the reason why UNDP had not called on the services of the World Bank or the International Monetary Fund in order to determine the requisite base data for calculating the IPF for Namibia was simply that the country was not yet a member of either institution. As soon as it was, UNDP would avail itself of their statistics in order to determine the IPF.

30. He agreed with the observer for Finland that UNDP could have provided more detailed information about the trust fund, which had been established in September 1989 and should serve to mobilize resources to finance activities

during the transition period. Studies had been carried out in order to gain a clear picture of the economic situation which would prevail in Namibia following its accession to independence; a report on the co-ordination activities of the United Nations system and envisaged future activities had been drawn up for the pledging conference. In addition, experts of UNDP and various United Nations agencies had been sent to Namibia to carry out intensive sectoral analyses on the spot, while machinery to align the work of organizations had been set up in order to co-ordinate the studies and appraisals carried out under UNDP auspices. Resources had been earmarked under the trust fund for the urgent replacement of the teachers, medical personnel and military aviation specialists who had departed with the South African army.

31. He shared the view of the observer for Finland that UNDP should give priority to strengthening Namibia's institutional machinery, so as to enable it to co-ordinate and manage assistance from abroad; the Programme intended, in fact, to utilize a portion of Namibia's IPF for that purpose. The centres formerly managed under the United Nations Council for Namibia for training Namibians would continue to function, so that the trainees could complete their courses.

32. The PRESIDENT proposed that the Drafting Group should be instructed to prepare a draft decision on agenda item 5 (a) (ii).

33. It was so decided.

PROGRAMME IMPLEMENTATION (continued)

(e) SPECIAL PROGRAMMES (continued)

(iii) TRANSPORT AND COMMUNICATIONS DECADE IN AFRICA (DP/1990/32)

34. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme) introduced the report on the Transport and Communications Decade in Africa (DP/1990/32). The budget of $5 million earmarked by the Governing Council (decision 86/8) for activities related to the First Decade had been allocated equally between two projects in two major areas: human resources development and development of the manufacture of transport equipment. In addition, an amount of $2.5 million had been earmarked from SPR funds to enable specialized agencies to prepare case studies on the transport sector in Africa; in May 1989, a steering committee, under the chairmanship of UNDP and comprising representatives of all the executing agencies, had been mandated to establish guidelines to undertake the studies.

35. With regard to preparations for the Second Decade, the UNDP Action Committee, in agreement with the Regional Bureau for Africa, had allotted $2.5 million for that purpose, earmarked from the regional programme IPF, as well as the balance (roughly $1.5 million) of the credit allocated from SPR funds for development of the manufacture of transport equipment. The UNDP Action Committee and the newly created steering committee were very actively involved in preparations for the Second Decade.

36. Mr. OLANIYI (Nigeria) said that the establishment of a sound transport and communications network was of fundamental importance for the development of the African continent. In the context of action to promote human resources

development, the participants in the workshop convened in 1988 by UNDP and the Economic Commission for Africa had adopted seven projects submitted by the specialized agencies. His delegation would like the Council to be given progress reports on those projects, so as to determine more effectively whatever adjustments might be needed in order to achieve the objectives of the Second Decade. With regard to development of the manufacture of transport equipment, it had been decided to mandate ECA and UNIDO to carry out a project involving the conversion of six selected industrial plants in certain African countries into multinational transport equipment manufacturing units. In his delegation's view, that project should greatly improve transport conditions and services in Africa, and should be expanded during the Second Decade. There again, the Council should be provided with periodic reports on the project's implementation.

37. He welcomed UNDP's active participation in the preparations for the Second Decade, especially its participation in the Inter-Agency Co-ordination Committee. Constant consultations between UNDP, the African countries and the competent African agencies were essential. The Council should increase, in real terms, the amount of resources to be allocated to the Second Decade.

38. Mr. Hamadziripi (Zimbabwe) took the Chair.

39. Mr. AQUARONE (Netherlands) said he was surprised at the size of the sums it had been decided to allocate to preparations for the Second Decade, in comparison with the amount allotted for the First Decade. He would like to know the reasons for the increase.

40. Mrs. SCHAFER-PREUSS (Federal Republic of Germany) said that she welcomed the allocation of SPR funds to human resources development, for the improvement of telecommunications in rural areas, a matter of particular importance for Africa. Her country had assigned a special telecommunications adviser to ECA and had financed seminars organized by ECA on telecommunications planning and management; those seminars had been a great success in English and French-speaking African countries. In addition, ECA had requested that co-operation by the Federal Republic of Germany in the telecommunications sector should be extended to the end of 1992.

41. Mrs. DOHERTY (United Kingdom) said that her delegation would lend its support to UNDP action in preparation for the Second Transport and Communications Decade in Africa. Assistance to the transport sector in Africa was unquestionably a high priority.

42. The World Bank, too, was playing a prominent role in the development of transport in Africa, having been, in particular, a member of the Resource Mobilization Committee for the Decade. It was surprising, therefore, that the World Bank was not on the steering committee responsible for drawing up the programme relating to preparations for the Second Decade (DP/1990/32, para. 21).

43. Mr. DAMIBA (Assistant Administrator, United Nations Development Programme), replying to the questions asked, said that, as the representative of Nigeria had suggested, it would be useful to report periodically to the Council on the progress of projects initiated. Replying to the representative of the Netherlands, he said that the amount of resources to be earmarked for preparations for the Second Decade had been discussed at various levels and

had finally been unanimously adopted. With reference to a point raised by the representative of the United Kingdom, he said that the question of ensuring that the World Bank did participate in the steering committee on preparations for the Second Decade would be looked into.

44. The PRESIDENT proposed that the Drafting Group should be instructed to draw up a draft decision on agenda item 4 (e) (iii).

45. It was so decided.

OTHER FUNDS AND PROGRAMMES (continued)

(e) PROGRESS REPORT ON THE UNITED NATIONS SUDANO-SAHELIAN OFFICE (DP/1990/61)

46. Mr. BRANNER (Director, United Nations Sudano-Sahelian Office) introduced the report on the activities of UNSO (DP/1990/61), in which the Administrator described the projects and programmes under way and those implemented in 1989.

47. In addition to the activities described in the report, UNSO had prepared in 1989, in the context of the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (PANUREDA), a special report on drought and desertification which would form part of the overall report on the implementation of PANUREDA, to appear in 1991. In that report, UNSO made a number of recommendations for the Council's consideration, bearing in mind that the resources allocated to desertification control, a major problem for the Sudano-Sahelian countries, were woefully inadequate. UNSO, which was engaged in facilitating the co-ordination of international inputs to those countries, wished to point out that the multiplicity of initiatives taken severely strained the ability of African Governments to absorb and co-ordinate those inputs.

48. In 1989, UNSO had declared its willingness to participate in the French Government's programme "Observatory of the Sahara and the Sahel", covering 20 countries in North Africa and the Sudano-Sahelian region. The programme should give new impetus to the co-ordination of desertification control activities and help in deciding how to equip the Sudano-Sahelian countries in order that they themselves might ensure the protection and development of their natural resources.

49. UNSO had also been engaged in 1989 in the preparations for the 1992 Conference on Environment and Development, which was of particular interest to the Sudano-Sahelian countries; most of them were listed among the least developed countries and were faced, at the environmental level, with what was unquestionably one of the most serious problems to be tackled on a world-wide basis. In the context of those preparations, UNSO was giving particular attention to planning and co-ordination but was in no way neglecting the other areas of its work; at the same time it was continuing its efforts in resource mobilization, the exchange of information and the establishment of networks.

50. He sincerely hoped that the international community as a whole and the Council in particular - especially its donor country members - would accord the priority they deserved to the activities to be carried out in support of the Sudano-Sahelian countries.

51. Mr. Popescu (Romania) resumed the Chair.

52. Mr. ALOPAEUS-STAHL (Sweden), speaking on behalf of the four Nordic countries (Denmark, Finland, Norway and Sweden), said those countries had noted that in 1989 UNSO had endeavoured, not entirely successfully, to improve the focus of its activities.

53. The nature of the desertification problem in its three major dimensions (climatic change, population growth and management of natural resources) was now fairly well defined. As shown by the Administrator's report, desertification control was extremely complex and called for many kinds of action. UNSO should nevertheless refrain from acting in too many different sectors or subsectors, since to do so might fail to produce the desired catalytic impact. However, the results of its activities in Mauritania, for example, were encouraging, particularly when it collaborated with the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) or with the Inter-governmental Authority for Drought and Development (IGADD). The Nordic countries would nevertheless have liked more information on collaboration between UNSO and UNFPA.

54. According to estimates by the International Union for the Conservation of Nature and its Resources, no fewer than 180 multilateral, bilateral and non-governmental organizations had undertaken nearly 4,000 projects or technical assistance missions in the Sahel. There was thus an ever more pressing need for UNSO to use its comparative advantage and further the co-ordination of the various programmes initiated. In the next report on UNSO, the Nordic countries would welcome more information on the impact of its activities, its integration in development activities in the region and the strengthening of its catalytic role.

55. Mr. CHAUDOUET (France) said that in 1990, for the first time, France had undertaken to participate in UNSO's central fund after assuring itself that the quality of the Office's field activities had genuinely improved. The Office was showing the necessary spirit of collaboration with all the institutions active in the area, whether inter-State bodies, bilateral assistance organizations or NGOs. UNSO was now the type of programme that should relinquish its status as a sectoral and regional fund and become an African regional programme. In that event, there would be nothing to prevent the donor countries concerned, such as France, from providing it with additional resources to increase its capacity for action.

56. France had now entered into fruitful collaboration with UNSO in the "Observatory of the Sahara and the Sahel" project. The initial phase of activities (observation) was in course of completion and the second (research) was being established. His delegation welcomed the initial results achieved and intended to develop further its collaboration with UNSO. That was an experiment that could already serve as an example to other multilateral and bilateral assistance organizations.

57. Mr. OULD CHEIKH EL GHAOUTH (Mauritania) reminded the Council that UNSO's activities related to two natural disasters, desertification and drought, which continued to pose one of the greatest challenges of the age. Over the years, many initiatives, measures and programmes had been put in hand to arrest and reverse the development of those scourges. The efforts of the affected countries themselves had been strengthened by the solidarity which had been displayed by the international community when the situation created by those natural disasters had taken on an emergency character.

58. One of the manifestations of that international solidarity was UNSO's very existence. The number of countries assisted by the Office was constantly increasing: from 8 initially it had now risen to 22. He expressed Mauritania's gratitude to the friendly countries which, year after year, had financed UNSO's activities and appealed to all countries not yet contributing to its special trust fund to help the Office to perform the arduous tasks entrusted to it.

59. His delegation had noted with satisfaction the extent of UNSO's achievements in the African region, despite its inadequate resources. It welcomed the excellent co-operation maintained and strengthened by UNSO with the countries affected by drought and desertification, whether individually, or collectively within such subregional bodies as IGADD and CILSS.

60. In resolution 44/228, the General Assembly had devoted considerable attention to the question of drought and desertification. The Preparatory Committee of the United Nations Conference on Environment and Development had recognized the urgency of the question. The African countries considered drought and desertification to be among the major problems affecting the environment, which concerned the entire international community.

61. He thanked the French Government, which had continually drawn the attention of the international authorities to the problem, particularly at the summit of the Seven which had been held in Paris in July 1989. He also welcomed the excellent co-operation between UNSO and UNEP, and hoped that it would be strengthened.

62. Mr. MacARTHUR (United States of America) said that without some field analysis of each of the projects undertaken by UNSO, his delegation was unable to pass judgement on their operational or financial efficiency. It nevertheless appeared that in general UNSO had clearly identified the fields on which to concentrate its main activities. The projects themselves appeared appropriate and carefully selected. In particular, UNSO was endeavouring to assist recipient countries in acquiring a national framework for combating desertification, an approach that appeared entirely correct. It was only by integrating desertification control efforts into national development plans that any success could be achieved.

63. Desertification was not only the spread of deserts over the world's surface, but was also a degradation of productive agricultural land. The process could be speeded up by drought, but desertification could also result from human activities damaging to the environment, such as overgrazing, deforestation and use of timber for firewood, over-use of ground water or even urban sprawl.

64. Mr. SALEEM (Pakistan) said that the special problems of the Sudano-Sahelian region were a source of serious concern. His delegation welcomed the assistance given by UNDP to the countries of the region and UNSO's efforts in support of the countries most seriously affected by drought. In its view, co-operation between UNSO and CILSS should be strengthened.

65. Mrs. DOHERTY (United Kingdom) said that desertification control must be integrated in the overall economic development strategies of assisted countries. Such an approach helped to reduce any harmful effect to a minimum

and to ensure effective co-ordination of activities undertaken on a regional basis. Emphasis should, in her delegation's opinion, be placed on the durable use of marginal land and the promotion of activities that could ease the pressures on such land.

66. Mrs. BWANGA-BUGONZI (Observer for Uganda) welcomed UNSO's efforts to alleviate the difficulties created in the Sudano-Sahelian region by an unfavourable environment. The Council should take the necessary measures to strengthen the Office's capacity. She hoped that UNSO would strengthen co-ordination between United Nations bodies and NGOs active in that area. That would enable more resources to be mobilized.

67. Mr. BRANNER (Director, United Nations Sudano-Sahelian Office) said that he had taken note of the comments made by delegations. The approach indicated by the representative of the Nordic countries was indeed the one that UNSO had tried to follow. It had endeavoured to co-operate with Governments and regional organizations in establishing a strategic framework for desertification control and conservation of natural resources. The comments on international co-ordination, which, he agreed, needed to be strengthened, were also encouraging.

68. Mr. OULD CHEIKH EL GHAOUTH (Mauritania) expressed surprise at the statement by the representative of the United States, whose Agency for International Development (USAID) co-financed a number of UNSO projects, that he was unable to judge the financial efficiency of the projects in question. UNSO was considered to be a trustworthy co-financing body by many countries of the international community, as well as by USAID. His delegation hoped that, at the forthcoming pledging conference, the countries not yet contributing to the UNSO special trust fund would decide to do so.

69. The PRESIDENT proposed that the drafting group should be requested to prepare a draft decision on agenda item 8 (e).

70. It was so decided.

PROGRAMME IMPLEMENTATION (continued)

(b) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT ITS PREVIOUS SESSIONS

(xi) REFUGEES AND DISPLACED PERSONS - PRESENT AND FUTURE ROLE OF UNDP IN THE FIELD OF REFUGEE AID AND DEVELOPMENT (DP/1990/66)

71. Mr. STOLTENBERG (United Nations High Commissioner for Refugees) said that there were at present 15 million officially-recognized refugees in the world, as well as 14 million displaced persons. Refugee flows were highly complex. Their cause was often underdevelopment or extreme poverty in the countries of origin. That did not mean that refugees left their countries for economic reasons alone, but that kind of difficulty, coupled with civil disorder, was certainly a factor that encouraged departure. Most refugees now found asylum in developing countries, some of them among the poorest countries in the world, where their massive influx further aggravated the existing difficulties. In order to enable the refugees and the local population to break out of the vicious circle of poverty, it was essential to supplement UNHCR's limited resources in the humanitarian field with funds from competent agencies in the field of development, and UNDP had a central role to play in that connection.

72. Development initiatives must also be taken when, circumstances permitting, refugees returned home. Voluntary repatriation was one way of solving the refugee problem, but such return movements must be accompanied by development projects. While peace could create a favourable climate for the pursuit of solutions, only development could make such solutions durable. For that purpose, it was essential to seize the opportunities that arose and thus be in a position to tap funds outside the restrictions of planning cycles.

73. Relief, rehabilitation, reconstruction and development formed part of the same effort for refugees and displaced persons, and it was therefore necessary to integrate investment with humanitarian assistance. A good example of a programme that recognized that interdependence was the plan of action adopted by the International Conference on Refugees in Central America (CIREFCA) held in Guatemala in 1989. UNHCR and UNDP had set up a joint support unit to assist the Governments of the region in implementing their plan of action. The question was to formulate not only a development-oriented refugee policy but also a refugee-oriented development policy. Only a combination of the two approaches could produce the desired results. What was needed above all was to finance development activities focused on uprooted people. That task assumed added urgency in the light of General Assembly resolution 44/137, which called on the agencies of the United Nations system, as well as all relevant international organizations, to establish specific mechanisms of co-operation to address the multi-faceted needs of refugees.

74. The relationship between UNHCR and UNDP was on the verge of a qualitative change, betokened by the collaboration of the two organizations within the framework of CIREFCA. The Administrator and he himself had initiated discussions on concrete ways of bringing about genuinely improved co-ordination of their organizations' activities in the service of uprooted persons. He emphasized that the two organizations, with their distinctive mandates, could respond to different aspects of the refugee tragedy. Only by emphasizing the specific contribution of each organization could their efforts in support of refugees be complementary.

75. Mr. DRAPER (Administrator, United Nations Development Programme) said that the document before the Council (DP/1990/66) responded to four objectives: to establish the undeniable link between uprootedness and development; to recall the legislative framework that called for UNDP's greater involvement and briefly to summarize the record of that involvement; to describe the extent of collaboration with UNHCR and set out future joint strategies within the context of General Assembly resolution 44/137; and to outline the events that had led UNDP to expand its role in that field and request the Council to authorize the allocation of the necessary resources.

76. There were at present 29 million displaced persons in the world; about 70 per cent were women and children. Whatever the origin of that situation, the effects were the same: scarce resources were diverted on humanitarian grounds, fragile structures were stretched to the point where they ceased to function, the environment was threatened and development was moribund. That was true everywhere, whether in Afghanistan, Pakistan, Central America, Indo-China or the whole of southern Africa.

77. The international community had responded to those emergencies through humanitarian relief in one form or another. Several international conferences had been convened, all reflecting the interest that cause had aroused. In

successive reports to the General Assembly, the Secretary-General had called upon the organs and agencies of the United Nations to include the question of refugees and displaced persons on their respective agendas. In resolution 44/137, the General Assembly recognized that UNHCR had insufficient resources to provide a lasting response to the problem. The United Nations development system was thus endeavouring to share the burden among its members by linking relief, rehabilitation and development in various programmes. UNHCR and UNDP had long been collaborating in assessing needs and developing relevant programmes.

78. The experience of the Office of Emergency Operations for Africa was instructive and had been drawn upon to varying degrees in Central America, Africa and elsewhere. At headquarters, an inter-agency task force provided some policy co-ordination. At the field level, resident co-ordinators were called upon to follow up the Secretary-General's initiatives. It should be noted that all that was taking place with limited staff and financial resources. He hoped that the Council would take favourable action on the recommendations in document DP/1990/66.

79. Mr. MOLIN (Sweden), speaking on behalf of the four Nordic countries (Denmark, Finland, Norway and Sweden), said those countries noted with great concern that the number of refugees and displaced persons in the world continued to grow, while the resources placed at the disposal of United Nations organs and other international organizations were insufficient. There was no question that the presence of large numbers of refugees and displaced persons over long periods had negative repercussions on long-term sustainable development both in receiving countries and in countries of origin. By encouraging development efforts in vulnerable areas or repatriation, the latter could sometimes alleviate situations or even prevent them from occurring. Two types of situation were to be found in receiving countries: the refugees were either installed in camps or integrated spontaneously with the local population.

80. He welcomed the Administrator's comments on co-operation between UNDP and UNHCR. Such co-operation helped to ensure that the complementary mandates and capacities of the two organizations were fully exploited. Co-operation between UNDP and UNHCR must be strengthened, with due recognition for their respective roles. At present, large numbers of refugees and displaced persons were not covered either by the mandate of UNHCR or by that of UNDP. In that grey area, the respective tasks of the two programmes and their mutual co-operation should be more clearly defined. The creation, where possible, of the necessary capacity in the respective government planning organs to act effectively and rapidly when upheavals occurred appeared entirely justified. UNHCR, UNDP and other competent organizations would then be better able to integrate relief and rehabilitation activities, followed by reconstruction and development activities.

81. The resident co-ordinator should be able, on behalf of the United Nations system, to play a directing role in emergencies and to receive the necessary inter-agency inputs. The Nordic countries recognized the need for allocating additional resources to countries receiving large influxes of refugees or displaced persons. However, they were not in favour of including displacement as a new criterion for the calculation of IPFs since they were opposed to the use of supplementary criteria. They agreed that the resident co-ordinator should be able to draw on SPR resources for prompt assessment of emergency

situations, even when man-made. However, States should above all be helped to develop their own operational capacity through the IPFs and other development co-operation mechanisms.

82. The Nordic countries doubted the usefulness of joint UNHCR/UNDP fund-raising missions to donor countries. Well-argued proposals from the headquarters of the organizations would be just as convincing. Similarly, the Nordic countries would not welcome the establishment of a further special trust fund. Predictable and assured contributions to the core programmes would be preferable. Lastly, the Nordic countries would like to have more information concerning the establishment of a focal point at UNDP headquarters. In their view, UNDP's main activities concerning the problems of displaced persons should be in the field.

83. Mr. THUN-HOHENSTEIN (Austria) said that the Council had been concerned for some time with the question of co-ordinating refugee activities. The question had recently taken on added urgency since an increasing number of States wished to see a more integrated response, particularly by the United Nations system, to such global issues as development, the environment and displacement of persons. On the specific issue of refugees, the reference text should be General Assembly resolution 44/137 which, on the sharing of responsibilities for operational activities relating to refugees, called for the establishment of specific co-operation mechanisms, while preserving the specific mandate of the High Commissioner to provide protection.

84. The objectives were clearly set out. It was the responsibility of the government representatives in the organs of specialized agencies and United Nations programmes to translate them into action, with the help of the various secretariats. That had been done by the Executive Committee of the High Commissioner's Programme at its extraordinary session, when it had adopted the report and recommendations of its temporary working group.

85. His delegation supported the recommendations in the Administrator's report for ensuring greater co-ordination and co-operation with UNHCR. It was also in favour of the allocation of resources for rehabilitation and longer-term development assistance to meet the needs of refugees, returnees and displaced persons. In view of the highly useful role played by United Nations Volunteers in humanitarian endeavours in recent years, his delegation fully supported the recommendation that UNDP should promote the fullest possible participation of volunteers in the rehabilitation and development efforts for refugees and displaced persons, such participation being financed, for instance, by SPRs. During the high-level general debate, his delegation had observed that the refugee problem was linked to that of development. Large-scale repatriation could also entail development difficulties for the country of origin. His delegation was thus in favour of a considerably increased role for UNDP and other development agencies with a view to finding a lasting solution to the refugee problem.

86. Mr. GOMPERTZ (France) said that the seriousness of the problem created by the situation of refugees and displaced persons needed no emphasis. The figures quoted by the Administrator in document DP/1990/66 spoke for themselves. His delegation hoped that the current discussion would help to paint a clearer picture of the consequences of that situation for development policies, and that the Governing Council could, at the current session, take precise decisions on the lines of General Assembly resolution 43/131 and the Administrator's suggestions.

87. A number of distinctions should be kept in mind: firstly, between refugees as such and displaced persons, particularly in one and the same country; secondly, between emergency assistance activities and long-term activities or the search for durable solutions; and thirdly, between assistance to refugees or displaced persons and assistance to receiving countries.

88. The situation of displaced persons could not be considered as identical with that of refugees in the strict sense of the term. As distinct from the latter, who were the subject of specific action by UNHCR, displaced persons had no specific protective body. That was an unquestionable gap in the system. In the case of those persons, the Resident Representative was frequently the only person able to co-ordinate the activities of the various bodies concerned and, first and foremost, to assess needs. The analysis in paragraphs 25 and 26 appeared highly relevant in that regard.

89. A distinction should also be made between short-term assistance and the search for durable solutions. The first came within the competence of the humanitarian assistance bodies, particularly non-governmental organizations, and UNDP was required to take action only in certain specific cases. It was, above all, in the search for durable solutions that UNDP had a role to play. If it appeared that a group of refugees or displaced persons was unable to return rapidly to their country or region of origin, their integration must be envisaged. Two groups of interests must then be taken into consideration: those of the displaced persons themselves and those of the population of the receiving country. The assistance mechanisms, particularly the financial mechanisms, must take account of the dual nature of the recipients. The sums provided must be equitably allocated to each group. Moreover, the development assistance organs must include refugees and displaced persons among their beneficiaries. It was also necessary, however, for receiving countries to be recompensed for their efforts and encouraged to continue them. His delegation fully supported the recommendation on the strengthening of co-operation between UNDP and UNHCR, both at headquarters and in the field. The experiment with the Economic Co-operation Plan for Central America was exemplary in that regard and should be repeated.

90. It was, however, the mobilization and use of financial resources which called for precise decisions by the Council. The first question was what type of expenditure UNDP should finance. In his delegation's view, it should accord priority to the financing of long-term development expenditure. If it financed emergency assistance projects, that should be done on a specific case basis. In order to fill a gap in the present system, it was essential that aid in cases of man-made disaster should be financed from SPRs. The second question was where the money should come from. The Administrator envisaged three solutions, firstly, the establishment of one or more special trust funds. While not opposing that idea, his delegation was not in favour of it either, since the proliferation of funds placed a needless burden on UNDP management. A second possibility was to take account of the presence of refugees or displaced persons in determining IPFs. His delegation was, in principle, in favour of that idea. Since some delegations still had reservations on the subject, the Administrator might be able, during the next few days, to provide a simulation of the likely effects of such action, based either on a certain threshold (20,000 or 30,000 persons) or on a certain percentage in relation to the population of the receiving country (2 per cent, 3 per cent or more). Thirdly, the use of SPRs might be a possible solution,

which his delegation also favoured. It would be useful if that possibility could be extended, on the one hand, to cover emergency aid in all situations, including those not resulting from natural disasters, and, on the other, to long-term action, i.e. durable solutions. In that case, the conditions of eligibility for such action, as well as the criteria for distribution between beneficiaries, displaced persons and the populations of receiving countries, should be well defined. It would also undoubtedly be useful to establish a special category of "displaced persons" among the possible uses of SPRs.

91. Mr. ALGAN (Observer for Turkey) welcomed the efforts made by the various international organizations to assist refugees in various countries. There was no doubt that such assistance relieved the sufferings of refugees, that it must continue and that UNDP must participate in it. However, no one could deny the delicate nature of the question of refugees, returnees and displaced persons. His Government therefore considered that responsibility for the co-ordination, in the field or elsewhere, of all assistance provided by United Nations bodies should be the responsibility of the Governments concerned or their agents, and not of non-governmental organizations. In addition, it opposed the establishment of a new special trust fund, which could only increase the burden on UNDP's already very complex financial system.

The meeting rose at 6.05 p.m.

UNITED
NATIONS

DP

Governing Council
of the United Nations
Development Programme

Distr.
GENERAL

DP/1990/SR.31
25 June 1990

Original: ENGLISH

GOVERNING COUNCIL

Thirty-seventh session

SUMMARY RECORD OF THE 31st MEETING

Held at the Palais des Nations, Geneva,
on Wednesday, 13 June 1990, at 10 a.m.

President: Mr. POPESCU (Romania)

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GE.90-61613/2029B

The meeting was called to order at 10.05 a.m.

PROGRAMME IMPLEMENTATION (agenda item 4)

(b) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT ITS PREVIOUS SESSIONS

(xi) REFUGEES AND DISPLACED PERSONS - PRESENT AND FUTURE ROLE OF UNDP IN THE FIELD OF REFUGEE AID AND DEVELOPMENT (continued) (DP/1990/66)

1. Mr. SIEBER (Switzerland) said that, in order to promote its activities in the field of refugee aid and development, UNDP must have access to additional resources. His delegation attached great importance to the training of field office staff. Co-ordination between UNDP and the Office of the United Nations High Commissioner for Refugees (UNHCR) must be strengthened, especially in the field. His delegation supported the use of UNDP Special Programme Resources (SPRs), perhaps in the form of a new thematic programme. While not favouring introduction of a new supplementary criterion in calculating the IPF, it did support the creation of a special fund to enable supplementary resources to be mobilized.

2. His delegation attached particular importance to the participation of women in the projects planned. The establishment of a service responsible for co-ordination was acceptable, but it would have to be limited and must take account of partners' capacity. In his delegation's opinion, document DP/1990/66 did not place sufficient emphasis on the role of Governments. Measures should be taken to strengthen their capacity for management and co-ordination.

3. Mr. MIZUKOSHI (Japan) said that, despite the excellent recent record of the United Nations in resolving various international and regional conflicts, the need for extending assistance to refugees and displaced persons continued to exist. Compared with other types of assistance, special difficulties and constraints often arose when assisting refugees and displaced persons, perhaps on account of the unpredictability of their movements. In such circumstances, greater co-ordination was needed between the competent United Nations agencies. In particular, co-operation between UNDP and UNHCR should be improved, as suggested in the report of the working group recently adopted by the Extraordinary Executive Committee of UNHCR, which had established a joint UNDP/UNHCR task force. The report of the working group had also suggested that UNHCR should explore the possibility of rationalizing its work through enhanced use of United Nations Volunteers (UNV). Such moves were particularly to be encouraged in the light of the severe financial difficulties currently facing UNHCR. In that connection, he was pleased to report that the previous year his Government had made a contribution of $US 1 million to the UNV Afghan programme, and had also contributed more than $US 230,000 for the recruitment of 10 United Nations volunteers for the UNHCR assistance programme in Hong Kong.

4. The proposal to introduce "uprootedness" as a supplementary criterion for determining IPFs merited attention; however, his delegation was not convinced of the objectivity of the criterion, and hoped that it would be further refined by the secretariat before deciding on its position. As to the establishment of a new trust fund, it was doubtful whether such a fund would attract many additional resources in view of the large number of small satellite funds already in existence.

5. Mr. AQUARONE (Netherlands), referring to a procedural matter, said that delegations tried to come properly prepared to sessions of the Governing Council, but as the final versions of UNDP documents were often issued late, it was generally necessary for them to work on the basis of drafts, on the assumption that they reflected the contents of the final documents. The previous day it had been drawn to his attention that the final version of document DP/1990/66 contained substantive amendments to the final draft. The discrepancies extended even to the numbering of the paragraphs, so that confusion would now arise when representatives referred to specific sections of the report. He did not recall any reference having been made by the secretariat to those changes. If the secretariat amended documents without so much as informing the Council, it made the Council's work very difficult in view of the time needed to co-ordinate views within and between ministries and organizations. Consequently, his delegation had no position on the amendments to document DP/1990/66 and might have to consider changing its attitude to waivers of the 10-week procedure.

6. During the organizational meeting in February, his delegation had requested that agenda item 4 (b) (xi) should be amended to read "Refugees and displaced persons: present and future role of UNDP in refugee aid and development", an amendment that had been endorsed by the Council. Unfortunately, the words "in refugee aid and development" had somehow been omitted from the agenda as circulated the previous month. While the secretariat had reinstated them the previous week, it had by then been too late for the contents of document DP/1990/66 to be modified accordingly. Thus, his delegation's aim of provoking an analysis of the subject within UNDP had not been realized. That was regrettable, as a strong statement by UNDP on the matter could have influenced Netherlands policy concerning the respective roles of the international organizations in refugee aid and development, particularly in the light of the useful report by the Working Group of the Executive Committee of the UNHCR Programme. As it was, his delegation had concluded that UNHCR was the proper channel for all activities concerning refugees and would maintain that position in all appropriate forums, including the Governing Council.

7. Document DP/1990/66 - or at any rate its draft version - mentioned refugees and displaced persons in the same breath, as though the terms were synonymous. That was not quite the case: the term refugee implied crossing a national boundary, and UNHCR had a mandate to assist and protect refugees. However, internationally displaced persons were not covered by UNDP's mandate. Internally displaced persons had not crossed a border, and while in many cases they might have exactly the same motivations as refugees, they were not covered by UNHCR's mandate. The paradox was that, as the inability to cross a national boundary was often a symptom of political and economic weakness, a displaced person might be in greater need of protection than a refugee. The discussions in UNHCR would focus on the problem in due course. Meanwhile, he simply wished to call for caution in the use of the terminology.

8. His second comment concerned the "future strategies" set out in paragraphs 22 - 28 of the report in its final draft form, which focused clearly on a possible role for UNDP in emergency situations involving refugees. His delegation considered that UNHCR was the proper intergovernmental channel for that eventuality, and would not favour increasing UNDP's role, as that might lead to duplication of resources. It could thus not support the recommendations made in paragraphs 30 and 31 of the

final draft. Paragraphs 32 - 34 contained interesting ideas, which were not clearly expressed in the report itself. His delegation certainly had no objection to increased co-operation between UNDP and UNHCR, and welcomed the latter's positive attitude. But the need for joint missions to donor countries was not clearly documented. Trust funds for displaced persons might be a useful initiative, although the sensitivity of the subject must be borne in mind and co-operation between the parties concerned ensured before such funds were set up.

9. Paragraph 34 mentioned the role of NGOs. It was a well-known fact that NGOs played a very important role in refugee programmes. UNHCR should thus be called on to co-operate with host Governments, donor countries and the relevant organizations, including international and local NGOs, in the field of refugee aid and development. He hoped that UNDP would play a constructive role in that effort, under the aegis of UNHCR.

10. UNDP's country programmes reflected the development priorities of the recipient country. It was thus difficult to fathom why "displacement" (para. 30 (a)), however defined, should be used in the future as a criterion for allocating resources, since those resources would not necessarily be used for programmes benefiting the refugees or displaced persons in that country.

11. Miss DOHERTY (United Kingdom) said that her delegation welcomed proposals for greater and closer collaboration between UNHCR and UNDP as a means of securing long-term solutions to the problems of refugees and displaced persons. UNDP had an important role to play in ensuring the success of that process by undertaking rehabilitation and development projects. It was important that all appropriate organs of the United Nations system should be properly co-ordinated in addressing the needs of both refugees and peoples in refugee-hosting countries. Her delegation also believed that closer co-operation between the two organizations would facilitate identification of activities relevant to each, and provide a mechanism for dealing appropriately with activities that spanned the mandates of both organizations. It was pleased to note the recognition accorded by UNDP to the role NGOs had to play in refugee assistance programmes. The United Kingdom supported NGO activities and agreed that greater efforts should be made to integrate NGOs' valuable contributions with those of UNDP and UNHCR, as they were often well placed to deliver aid quickly and effectively to areas of greatest need. Her delegation commended the use of UNV in UNDP refugee rehabilitation programmes, and supported the recommendation contained in paragraph 30 (f) of the Administrator's report that UNDP should also promote maximum participation of both NGOs and UNV. That proposal was in accordance with the United Kingdom's wish for the appropriate use of volunteers in relevant United Nations programmes, as described in the UNV programme advisory note.

12. Her delegation was not convinced by the recommendation, in paragraph 30 (e) of the report, that there was a need for new trust funds. It would prefer to see the existing United Nations funding mechanisms applied more effectively. However, it did support paragraph 30 (b) (i) concerning access to SPRs.

13. Mr. SALEEM (Pakistan) said that in principle his delegation supported the proposal for collaboration between UNDP and UNHCR where there was a parallel approach, and also the views expressed in paragraphs 32 and 34 of the final draft of document DP/1990/66. However, it considered that the transfer of

some UNHCR activities to other organizations was not feasible, since that would involve changing the mandates of UNHCR and the agencies concerned. Involvement of too many agencies would result in chaos, rather than reducing the burden. The central role of UNHCR was essential to the security and welfare of refugees. If UNHCR was relieved of some of its responsibilities, the refugees might find themselves at the mercy of the agencies' lengthy bureaucratic procedures. He wished to reiterate the position set forth in his country's statement made at the meeting of the UNHCR Working Group in Geneva on 19 April 1990.

14. Mr. HUGHES (Observer for New Zealand), referring to the useful supporting role played by UNV in assisting persons displaced or uprooted in the wake of natural or man-made disasters, said that UNV had also been active in the Cook Islands in the South Pacific, helping the Government rebuild the harbour infrastructure and electric power system destroyed by cyclones Sally and Tusi in early 1987. His delegation supported such assistance, and wished to endorse the recommendations made in the Administrator's report concerning the promotion of UNV participation in rehabilitation and development efforts for refugee and disaster-stricken populations. It also supported the recommendation whereby UNDP would have access to SPRs for prompt assessment of emergencies relating to refugees and displaced persons. Given its cost effectiveness, the UNV programme should also be associated with such emergency activities as often as possible.

15. Ms LONGINOTTI (Italy) said that the alarming increase in the number of refugees, returnees and displaced persons called for greater solidarity towards those groups on the part of the international community. It was very important to find lasting solutions, based on the principle of self-determination. The prerequisite for such a solution was integration of such persons in the socio-economic environment of the areas where they had chosen to settle. Development programmes should take into account the needs of refugees, displaced persons and host countries, so as to avoid discrimination, foster interchange and help relieve social tension. In line with that approach, her Government was supporting the Development Programme for Displaced Persons, Refugees and Repatriated Persons (PRODERE), implemented by UNDP in co-operation with UNHCR, WHO and ILO. Her delegation fully endorsed the recommendation contained in document DP/1990/66 aimed at strengthening co-operation between UNDP and UNHCR at headquarters and in the field. In that connection, a strong effort should be made to define operational mechanisms in order to reach an agreed division of responsibilities as well as adequate financing arrangements. In the broader context of integration of refugee-related activities into national development, she wished to stress the importance assigned by the report to UNDP's co-ordinating role in helping to bridge the gap between relief assistance and development. Her delegation supported the recommendation aimed at strengthening the co-ordinating capacity of resident representatives.

16. Mr. IVERSEN (Federal Republic of Germany) welcomed the Administrator's initiative in presenting a report on UNDP's role with regard to refugees and displaced persons, but said that the report raised a number of questions. In talking about the increasing number of refugees, returnees and displaced persons, it would have been helpful to provide comparable data on the past and current situations. Furthermore, it was not clear whether the funds available for training UNDP field staff in refugee-related emergency management weretaken from the specially designated SPRs or from the traditional SPRs for

disaster relief. His delegation asked for clarification on that point. It regarded such training of UNDP field staff as necessary only in countries affected by emergencies, and especially where there was no UNHCR representation. His delegation would be glad to learn in which affected countries there was no such representation.

17. The specific problems described in the introductory part of the report were hardly reflected in the task force's suggestions regarding future strategies and its recommendations to the Governing Council. His delegation felt that the specific problems of women refugees, health, water supply, detrimental effects on the environment, and the conflict that aid provided free of charge provoked in host communities merited the specific attention of the Council and should thus be reflected in specific recommendations. The issue should also be included in NATCAPs, and in round-table and consultative-group meetings as proposed in paragraph 27 of the report.

18. In the past, the problem of refugees and displaced persons had been handled through a variety of different mechanisms. The impression given was that considerable streamlining was required. His delegation thus welcomed the establishment of the inter-agency task force and the increasing efforts to ensure co-ordination between UNDP and UNHCR. Their respective mandates needed to be clearly spelled out and, if necessary, revised, and responsibilities must be clearly distributed between UNDP, UNHCR, United Nations Border Relief Operations (UNBRO) and the Office of the United Nations Disaster Relief Co-ordinator (UNDRO). The report made no mention of that need. As a first step in that direction, it would be most helpful to draw a distinction between emergency measures and longer-term development efforts. With regard to emergency measures, his delegation had some doubts about the importance of the role of UNDP resident representatives, and favoured stronger involvement of UNHCR and UNDRO. On the other hand, resident representatives' access to SPRs was a point in favour of a primary role for UNDP. In that case, however, SPRs should not be limited to natural disasters, but should be expanded to include man-made emergency situations.

19. Longer-term development efforts related to the refugee problem clearly fell within the mandate of UNDP. However, his delegation felt the lack of specific suggestions regarding future involvement of the remainder of the United Nations development system. With regard to the problems of women refugees, for example, it would have appreciated a suggestion about the involvement of UNFPA, UNIFEM and UNDP's own Division for Women in Development, and proposed inclusion of a specific recommendation on that subject. The question of the sources for financing rehabilitation and longer-term development assistance would also have to be clarified.

20. With regard to the recommendations presented in the report, his delegation was not very enthusiastic about the proposals for additional supplementary criteria, including the criterion of displacement. The suggestions that UNHCR and UNDP should provide co-ordinating emergency units and appoint a UNDP focal point at headquarters must be dealt with in the context of overall streamlining efforts. His delegation welcomed the proposal to involve NGOs adequately in refugee assistance programmes, but was not in favour of creating new trust funds. It wished to know whether UNDP had already received significant commitments to the proposed fund from private or other donors. Lastly, it wished to place major emphasis on the recommendation to increase co-operation between UNDP and UNHCR, but did not favour the

launching of joint resource mobilization missions at the present juncture. Both organizations should come up with a clear-cut concept before seeking additional resources.

21. Mr. SOUTTER (Canada) said that his delegation was aware of the impact of the refugee problem on national development and thus supported the principle of an expanded role for UNDP. That position was in keeping with the principles of maintaining appropriate limits on the mandate of UNHCR and resisting the creation of new United Nations organs without first studying alternatives. His delegation encouraged the use, or even creation, of mechanisms to broaden UNDP's responsibilities, in view of its developmental mandate, its function of co-ordinating United Nations operations in the field, and its outstanding network of field offices.

22. Turning to the recommendations made by the Administrator in document DP/1990/66, he said that his delegation heartily supported recommendations (d) and (f), which proposed close co-operation with UNHCR and the NGOs, particularly as they entailed no modifications to existing procedures. Recommendations (c) and (h), concerning the establishment of a focal point and, when necessary co-ordinating units, were acceptable in principle, provided any proposal with potential budgetary implications was examined by the Budget and Finance Committee. The proposals to establish trust funds and to use SPRs and IPFs were intrinsically worth considering. However, they must be dealt with within the context of discussions on the fifth cycle and UNDP's funding strategy. Although his Government was in principle opposed to proliferation of trust funds, it felt that an exception could be contemplated in the present case. The issue of the growth of those funds relative to the core programme was still at stake, but it need not be a major impediment. As to SPRs, they could be used without major modifications under the heading "aid co-ordination" for initial needs assessment, and under the heading "programme research" for training. His delegation was not in principle opposed to earmarking an allocation for refugees, subject to a sufficient allocation being earmarked for the centrally managed programmes, a question that had still to be debated.

23. On the suggestion that a specific supplementary criterion for calculating country IPFs should be adopted, his delegation considered that the maintenance of the principle of supplementary criteria was itself a topic in the discussions on the fifth cycle. Moreover, there would be no guarantee that recipient countries would use the supplementary portion for the purposes for which it was intended. Recipient countries directly affected by refugee problems could be encouraged to use their own IPFs as the massive presence of refugees, returnees and displaced persons in a country was in itself an element of its socio-economic status.

24. To sum up, his delegation was very much in favour of an expanded role for UNDP.

25. Mr. MacDONALD (Australia) said that the issue of refugee aid and development had as its central theme the recognition that the immediate needs of refugees should not be considered in isolation from their development needs. Failure to take that aspect into account in considering development projects not only limited the scope for sustainable recovery but perpetuated a long-term recurrent funding burden for donors.

26. Australia considered that UNHCR should not seek to become a development agency but should leave implementation of refugee aid and development projects to agencies with an explicit development mandate. Accordingly, his delegation had supported the conclusions and decisions which had been adopted by the Executive Committee of the UNHCR Programme at its fortieth session on refugee aid and development and which had recognized the significant role that development assistance could play in ensuring the effectiveness of durable solutions. In the same vein, his delegation had supported the decisions on the sharing of responsibilities for operational activities relating to refugees and, in particular the need for close co-operation between UNHCR, UNDP and other relevant international organizations. His delegation believed that UNDP was anxious to increase such co-operation in order to ensure that relief, rehabilitation and reconstruction were matched by development plans for refugees and displaced persons. In that connection he paid tribute to the work of resident co-ordinators.

27. His delegation endorsed the recommendation contained in paragraph 30 (a) of document DP/1990/66 to the effect that the Council should consider the possible inclusion of the problem of displacement as a new criterion for calculating IPF levels. Consideration might also be given to providing access to SPRs for the same purpose. His delegation was not, however, enthusiastic about the proposal to establish a trust fund.

28. Mr. TCHAPTCHET (International Labour Organisation) said that the problem of refugees, returnees and displaced persons was of continuing concern to ILO in terms of both normative protection and international technical assistance. ILO, in close co-operation with UNHCR, had always striven to ensure that refugees and displaced persons were treated in their countries of asylum in accordance with the international standards recognized in the ILO conventions on employment, working conditions, equal treatment, forced labour and entitlement to social security.

29. In connection with technical assistance, ILO had accumulated considerable experience in the search for and implementation of durable solutions to the thorny problem of material aid for the ever-increasing number of refugees and displaced persons. Funds from various sources, including ILO, UNDP, UNHCR and multi-bilateral donors, had helped to finance technical co-operation programmes for refugees in such areas as job creation, self-employment, vocational training, the promotion of small- and medium-sized undertakings and income generation.

30. ILO experience in Africa, Central America and Asia had made it even more aware of the trends described in the report of the Administrator (DP/1990/66), such as: the vulnerability and precarious nature of the situation of refugees, particularly women and children, in their countries of asylum; the increasingly high cost to developing countries of asylum of refugee support and environmental protection; the need for the full integration of refugee aid programmes and the stipulation of self-sufficiency as the main objective of refugee aid; and the close interdependence between the solution of economic and social development problems and the protection of human rights in countries of origin, on the one hand, and durable solutions to the underlying causes of the original exodus of citizens from many developing countries on the other.

31. ILO endorsed the recommendations contained in General Assembly resolution 44/137 on the division of responsibilities for refugee aid and development, and in that connection would encourage the greater use of NGOs and UNV in assistance programmes.

32. Mr. BACAR (Mozambique) said that the growing numbers of refugees and displaced persons resulting from domestic and regional conflicts and natural disasters were undermining the efforts of the developing countries to reinvigorate their economies. For more than a decade Mozambique had been afflicted not only by an externally supported war of aggression aimed at destroying its social and economic infrastructure, but also by a series of natural disasters. In response to that situation, his Government had launched an emergency programme and, in collaboration with UNDP, had established a co-ordinating mechanism designed to strengthen national institutions responsible for programme co-ordination and implementation.

33. His delegation fully endorsed the proposal of the Administrator to establish a fund to be managed by the Resident Co-ordinator in order to provide an immediate response to needs arising from both natural and man-made disasters. The establishment of a specific trust fund to mobilize additional resources for the long-term needs of displaced people would enable UNDP to play a more active role in that field.

34. On the basis of experience, his delegation believed that the role of UNDP should not be limited to the assignment of a field officer to be trained in the management of refugee and displaced person assistance programmes. It would be preferable to strengthen national institutions, both governmental and non-governmental, through technical assistance and training. Responsibility for planning, co-ordination, management and execution of all national programmes for displaced persons should lie with the Government, which must establish the strategies, priorities and criteria for aid distribution in order to avoid duplication of effort. Those tasks would be implemented in close co-operation with the UNDP Resident Representative and representatives of the donor community.

35. His Government was doing its utmost to restore peace and tranquillity in the country and was currently pursuing peace talks with the rebel RENAMO group, through Zimbabwe and Kenya as mediators. If those efforts were successful, it was anticipated that there would be an influx of hundreds of thousands of Mozambican refugees and displaced persons. His delegation therefore appealed to UNDP, donor countries and the international community at large to consider the preparation of a contingency plan to assist the people of Mozambique to cope with that problem.

36. Mr. VILLAGRAN (Guatemala) said that the countries of Central America had committed themselves to provide assistance for refugees, displaced persons and returnees under the Development Programme for Displaced Persons, Refugees and Repatriated Persons (PRODERE), which, with the financial support of Italy, was the centrepiece of the plan of action approved by the International Conference on Central American Refugees (CIREFCA). The progress made in implementing the plan of action would be evaluated at the end of the current month.

37. The participation of UNDP in those programmes was of paramount importance in view of its 40 years of experience in designing, implementing and evaluating development plans and projects which had facilitated the temporary

integration of refugees in their countries of asylum or their resettlement in their countries of origin with dignity and security. The work of UNDP on the issue complemented that of UNHCR and was an example of effective collaboration between agencies in the United Nations system.

38. Mr. FERNANDEZ-PITA (Spain) said that, in general, his delegation endorsed the report of the Administrator (DP/1990/66) and, in particular, its emphasis on the need for close collaboration between UNDP and UNHCR on the design and implementation of integrated programmes of assistance for refugees and displaced persons. There was also a need to improve co-ordination of the activities of NGOs which, through their experience, could help to enhance the effectiveness of programmes, and to increase the participation of UNV in refugee aid and development.

39. His delegation endorsed the Administrator's recommendation that the Governing Council should consider the possible inclusion of the problem of displacement as a new criterion for calculating IPF levels. Such action would be a token of the importance attached to the refugee problem by the Council. His delegation was confident that UNDP, with the Council's support, would play an even more active role in the forthcoming meeting of the CIREFCA international follow-up committee.

40. Mr. MacARTHUR (United States of America) said that his delegation welcomed the initiative and work of UNDP in highlighting the links between the problem of population displacements and development. The growing number of refugees, displaced persons and returnees affected the ability of countries to achieve their development objectives and, in addition, had a tremendous human cost. His delegation felt that there should be a United Nations system-wide response to the problem. UNDP was already playing an important role in addressing its development aspects, but did not have the only role; UNHCR, UNICEF, the World Food Programme and UNDRO all had specific roles in relation to the problem. In his view, the respective roles of those agencies needed to be more carefully defined.

41. The UNDP Resident Representative, in his role as United Nations Resident Co-ordinator, should be responsible for assisting in identifying needs and devising policies which would enable Governments to take the impact of population displacements into account in their development planning. He also had a role in co-ordinating the agreed programmes of involved United Nations agencies. The Governing Council should emphasize that the Resident Co-ordinator was expected to carry out those functions when the situation so required.

42. In the view of his delegation, the recommendations contained in the report of the Administrator (DP/1990/66) were based on UNDP's role as a development organization providing funding for technical assistance and on the function of the Resident Co-ordinator and field office in co-ordinating United Nations system assistance. Against that background, UNDP was uniquely placed to help countries integrate into their medium and long-term development planning the issues raised by population displacements. Resources were clearly required to address the problem of such displacements and should be available, for example, from the funds set aside for disaster relief in the fourth cycle, or a similar category in the fifth cycle. His delegation could also support a recommendation for allocating financial resources to resident co-ordinators to carry out the co-ordinating and development planning function, including the training of UNDP field office staff.

43. His delegation strongly supported the roles of NGOs and UNV in refugee assistance. UNDP should, in general, not be implementing relief activities for displaced persons or refugees; it had a co-ordinating and needs-assessment function. In many important respects, UNV and NGOs could be the hands and feet of the system in undertaking more operational tasks. His delegation could not support inclusion of the problem of displacement, sometimes called "uprootedness", as a new criterion for calculating IPF levels. The matter was complex and his delegation would merely note that such a criterion would be nearly impossible to calculate over a full funding cycle.

44. The report of the Administrator had pointed out that there were 14 million displaced persons and the number was growing; yet there was at present no focal point in the system for dealing with the question of displaced persons as opposed to refugees. In that connection, his delegation would suggest that UNDP should follow up the report of the Administrator by working with its other partners in the United Nations system to develop a system-wide approach to the problem of displaced persons and report to the Council on the results at its thirty-eighth session in 1991. His delegation would introduce a draft resolution to that effect.

45. Mr. GORDON-SOMERS (Regional Bureau for Africa), replying to comments made by delegations, said that UNDP appreciated the support expressed for the contents and recommendations of the report of the Administrator. The issue was relatively new for UNDP and what was currently needed, as had been pointed out by the representative of France, would be guidelines for the future. The comments of delegations had been very helpful and indicated the direction in which agreement could be achieved in drafting a decision.

46. It was clear to UNDP and UNHCR that a legitimate distinction must be made between displacement, particularly internal, and refugees. He was aware that the numbers were comparable and growing but would try to establish a comparison with numbers for previous years. A distinction must also be made between emergency humanitarian relief and rehabilitation and development although such a distinction could sometimes become blurred. It was clear that delegates supported the idea of greater co-ordination and UNDP had tried to meet that point. In reply to the questions raised by the representatives of Turkey and Mozambique, he said that resident co-ordinators would not usurp the role of Governments in co-ordination.

47. On the question of resource mobilization, he agreed with the representatives of the Nordic countries and the Federal Republic of Germany that that could complicate UNDP management and should therefore be discouraged. He would look forward to further discussion on the point. Resource mobilization for CIREFCA had, however, been successful. He had noted the comments of those delegations which had opposed the possibility of including supplementary criteria for IPFs. He would examine the possibility suggested by the representatives of France and Japan to see whether it would be possible to find material which would help in reaching a decision. Reaction to trust funds had been mixed. He welcomed the seeming support for the use of SPRs by resident co-ordinators in their assessment work. The work of UNV and NGOs had also been appreciated by delegations.

48. In conclusion, he considered that enough information was now available to UNDP to advance the discussion in the drafting group.

49. Mr. AQUARONE (Netherlands) said that no reply had been given to the questions which his delegation had raised in the plenary Council.

50. Mr. GOMPERTZ (France) asked whether it was necessary to adopt a new budgetary section for the use of special reserves and whether existing reserves could be used.

51. Mr. GORDON-SOMERS (Regional Bureau for Africa) said that discussions on special reserves were taking place within the fifth-cycle group, but it would be for the Council to take a decision on the matter.

52. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the drafting group to begin to prepare a draft decision on the question.

53. It was so decided.

(e) SPECIAL PROGRAMMES (continued)

(iv) SPECIAL PLAN OF ECONOMIC CO-OPERATION FOR CENTRAL AMERICA (DP/1990/85)

54. Mr. RAMIREZ-OCAMPO (Director, Regional Bureau for Latin America and the Caribbean), introducing the report (DP/1990/85) of the Administrator on the Special Plan of Economic Co-operation for Central America (PEC), said that his statement would update and complement the contents of that report. Progress in implementation of the PEC had been achieved thanks to the consolidation of the Esquipulas II Agreement, which had created the Plan. The political will to achieve peace and democracy remained strong, as had emerged clearly at successive meetings of the Central American Presidents, notwithstanding the difficulties which were bound to arise in negotiations involving five independent nations. The commitments entered into by the Presidents under the Esquipulas II Agreement had been ratified and amplified in the Presidential declarations of Alajuela, Costa del Sol, Tela, San Isidro, and Montelimar.

55. During the previous year, democratic elections had been held in four countries while warlike activities had diminished and peaceful developments had multiplied. While the decisive role had been played by the Central American Governments, the United Nations had given substantial support for the entire peace process. Mention must also be made of the structural adjustment efforts undertaken by the countries of the region to eliminate basic macro-economic imbalances and establish the foundations of sustained and equitable growth.

56. In order to support activities designed to increase the technical, economic and financial co-operation of the international community with the Central American countries, the Council had, in June 1988, allocated $US 20 million from SPRs to promote, co-ordinate, implement and follow up the objectives of the PEC in accordance with priorities set by the Central American Governments. The Special Plan had begun to take shape in September 1988, with the adoption of modalities for its implementation; subsequently specific projects had been drafted for the purpose of obtaining the practical support of co-operating countries. On the one hand, the PEC was to be a common reference point and was to establish priorities for international co-operation for development. On the other, it was to establish

institutional arrangements and modalities for the preparation of the necessary technical documentation for the submission of proposals to the co-operating community. In November 1988, the first meeting of the Support Committee had taken place and, beginning in January 1989, the Central American Governments, together with SICEA, the principal regional integration agencies and UNDP, had worked together in a series of meetings in different capitals of the subregion.

57. The nine meetings held during the previous 15 months had made it possible to approve 34 technical co-operation projects against the $20 million appropriated by the Council. The total cost of those projects would amount to $17.9 million, of which $11.2 million would be charged to UNDP resources while $6.7 million would represent financing from other sources. The balance available was therefore $8.8 million. There was an additional request for $7.8 million against the list of technical co-operation projects of a priority nature.

58. In response to General Assembly resolution 43/210, the first meeting between Central American Governments and co-operating Governments and institutions had been convened in Geneva in July 1989. At that meeting a start had been made on the second phase of the Special Plan, which involved the establishment of schedules and procedures for project submissions at sectoral meetings for the mobilization of resources for the subregion. During the first meeting with co-operating Governments and institutions on the electrical sector, which had taken place in San Salvador in April 1990, projects totalling $US 230 million had been submitted and firm commitments had been obtained in the amount of $47 million. Bearing in mind the interest expressed by a number of the co-operating entities, follow-up activities would be started in the near future, jointly with the electrical companies of the Central American region, with a view to reaching further commitments.

59. In pursuance of the agreements reached at the International Conference on Central American Refugees (CIREFCA), the First International Meeting of the CIREFCA Follow-up Committee would be held shortly in New York. The co-operating Governments and Institutions had already received the documentation for that meeting, which included 59 project profiles, the majority of which were multisectoral. The project portfolios required $US 161 million in financing, in respect of which there had to date been expenditures, commitments and expressions of interest totalling $US 74 million. In addition, within the CIREFCA framework, [illegible]erence should be made to the substantial financing approved by the Governme[illegible] of Italy for the Programme of Assistance to Displaced Persons, Refugees and Returnees (PRODERE), as well as other CIREFCA-related initiatives, amounting to $127.9 million.

60. As indicated in document DP/1990/85, the Central American Governments had agreed to the holding of the following thematic or sectoral meetings with co-operating Governments and institutions: Central American Monetary Stabilization Fund (CAMSF); agricultural sector; health, road network, small and medium sized undertakings; telecommunications; and tourism. At its latest meeting, the Committee on Polices and Projects had also approved the preparation of projects to preserve the environment of the region and to overcome extreme poverty, with emphasis on the most vulnerable groups such as women and children.

61. He was pleased to inform the Council that the purposes of the PEC were being systematically met and that the actions carried out and projects prepared had served to mobilize resources amounting to more than $700 million in financial contributions. He expressed gratitude to the Central American Governments for their continuing support, which had been demonstrated throughout the past two years. Similarly, the continuing collaboration of the agencies, the World Bank, IMF, IDB and the European Economic Community, and the generous co-operation of the international community had made possible the success achieved to date.

62. He drew attention to document DP/1990/43/Add.2 which contained a request submitted by Central American representatives for support for the PEC to be continued during the fifth programming cycle, of the same level of funding as during the fourth cycle. In conclusion, he wished to stress the commitment of the entire United Nations system to the peace process in Central America. It was difficult to find an area where the United Nations had made a greater contribution.

63. Mr. MERINO (El Salvador) stressed the importance of the Special Plan of Economic Co-operation for Central America (PEC), adopted by the General Assembly through resolution 42/231. The implementation of the Plan under the auspices of the United Nations and with UNDP co-ordination had been one of the most important responses made to the Central American countries by the international community and, to a great extent, constituted sustained support for the efforts made by the Presidents of the region in the Esquipulas II Agreements, in adopting a procedure to establish a lasting peace in Central America. Those Agreements had, for all Central Americans, crystallized the idea of the close relationship existing between peace and development.

64. The regional effort to achieve peace and development was the principle underlying the implementation of the Plan, which set out an order of priorities and served as a framework for international action to mobilize additional financial and technical resources for the implementation of programmes and projects of vital importance for the region. The first specific step towards the achievement of that objective was being taken within the Governing Council which, in June 1988, had approved $20 million from Special Programme Resources for the promotion, co-ordination, implementation and follow-up of the Plan through pre-investment studies and other indispensable tasks, in accordance with priorities determined by the Central American Governments. At the regional level, co-ordination of PEC-related activities was carried out by the forum of Central American Vice-Presidents as an expression of the highest political interest in the effective development of the Plan.

65. With regard to external co-ordination, a primary role had been played by the assistance provided by the Regional Bureau for Latin America and the Caribbean, in particular through the activities of the Committee on Policies and Projects and the meetings with co-operating countries, the first of which had been held in Geneva in July 1989. That meeting had signalled the initiation of the second important stage in the Central American objective of consolidating peace and promoting development. The first phase of the Plan had begun with the definition of the intraregional and extra-regional co-ordination mechanism in September 1988 and the priorities accorded by Governments to the execution of technical co-operation projects, financed through resources allocated by the Council in June 1988. That had enabled

the Latin American countries to direct their efforts towards sectors requiring urgent attention, such as refugees, returnees and displaced persons, agricultural projects, telecommunications and health.

66. The resources provided by the Council for the Plan had enabled the first stage to include various project portfolios and preparations to be made for the first meeting of Central American Governments with co-operating Governments and institutions. The meeting had highlighted the central themes of interest to those Governments and institutions, namely, advancing the process of peace and demobilization, continuing economic reforms at the regional level, setting stricter priorities for intra-sectoral and transectoral programmes and projects, and stimulating the mobilization of technical and financial resources at thematic or sectoral meetings with co-operating Governments and institutions.

67. The activities which had resulted from the last topic had constituted the second stage of PEC implementation, which was taking place at the present time. The Central American Governments had worked assiduously, with the support of regional institutions, UNDP and other international bodies, on preparations for the following sectoral meetings with co-operating Governments and institutions: electrical sector, held in San Salvador in April 1990; refugees, to be held in New York in June 1990; agricultural sector, to be held in Managua in October 1990; the Central American Monetary Stabilization Fund (CAMSF); road network; telecommunications; small and medium-sized undertakings; and tourism.

68. The $20 million allocated to the Plan had been used to finance the preparation of technical documentation, including profiles for investment project and projects geared to strengthening national and regional institutions. As at 30 April 1990, with those resources 34 technical co-operation projects had been or were in the process of being approved, amounting to a total $17.9 million, of which $11.2 million represented UNDP funds and $6.7 million constituted co-financing from other sources, leaving an available balance of $8.8 million. In the past six weeks significant progress had been made in the preparation of an additional portfolio of 27 high-priority technical co-operation projects totalling $7.8 million. With regard to resource mobilization, satisfactory results had been achieved, constituting significant parameters for an initial evaluation of the progress made in the implementation of the Plan. To date, a total of $415.3 million and 120 million ECUs had been mobilized, and negotiations were under way for a further $111.6 million and 30 million ECUs. The first allocation made by the Council to the Plan had had a positive multiplier effect in the implementation of programmes and projects having high priority from the standpoint of the requirements of the Central American region.

69. The Plan could be regarded from two standpoints: on the one hand, it constituted a general frame of reference and promoted the establishment of priorities for international co-operation with Central America; on the other, the PEC implementation mechanisms had been strengthened as important forums for co-ordination and decision-making, and for the approval of projects by consensus, with the aim of preparing technical documentation and devising follow-up strategies for sectoral meetings with co-operating Governments and institutions.

70. The Central American countries were committed to consolidation of the peace and democratization process in the region, which was clear from the electoral processes in four of those countries which had ratified the principle of government through universal suffrage and the pluralist participation of political parties. They were making efforts to confront and overcome the serious problems impeding economic and social development. In th[illegible]t connection, the Central American Presidents were preparing to hold a sum[illegible]t meeting shortly in order to discuss those problems and to take decisions concerning the challenge represented by the revitalization of their economies and the need to become partners in the world economic context. However, that also required considerable resources and sustained support on the part of the international community as a whole.

71. Much remained to be done, and after having laid the foundations for a sustainable climate of peace, security and democracy in the region, it was essential to resolve the serious difficulties which confronted Central American women who, as a result of the prolonged armed conflicts, had been obliged to leave their places of origin and to take refuge in other countries or regions.

72. He was aware of the important role played by the Council in the enormous efforts being made for the pacification and development of Central America through the allocation of extraordinary resources. Those resources were almost exhausted and needed to be renewed in a broad spirit of solidarity and urgency. He therefore called on the members of the Council to consider favourably the request submitted by the Central American Governments for Special Programme Resources and funds from the fifth programming cycle for the period 1992-1994 in the amount of $20 million, in order to enable them to continue implementing the Plan.

73. Those resources would be aimed at the following major goals: (a) inclusion of women in development, special attention to the needs of children, health, education and housing, technological development of the agricultural and industrial sectors; and strengthening of regional institutions; (b) consolidation of the economic process in the region through the strengthening of institutional capacity, training of human resources and co-ordination of external aid; and (c) holding of meetings with co-operating Governments and institutions on important subjects such as the development of frontier-zone projects and programmes designed to preserve natural resources and the environment.

74. Mr. GEPP (Brazil) said that the Latin American and Caribbean Group reiterated its support for the Special Plan of Economic Co-operation for Central America (PEC). It was of the utmost importance that UNDP should continue supporting the efforts made by the Central American countries to consolidate peace and democracy and stimulate their economic and social development through the implementation of the Plan, whose goals had been endorsed by the General Assembly in resolution 42/231. It was essential that the Plan should continue to receive the necessary financial support in order to achieve its goals, as a demonstration of the international community's support for the peace process which had been initiated in the Central American region with the signing of the Esquipulas II Agreements in August 1987.

75. The United Nations was playing an active part in consolidating peace in Central America. The Security Council had supported the peace process by establishing peace-keeping operations which enjoyed the support of both permanent and non-permanent members of the Council. In order to restore and consolidate peace and security, it was necessary to support regional efforts to overcome the major economic and social problems. The Central American Presidents had called on the international community to continue providing financial support for the Plan. The presence and participation of UNDP and the United Nations were essential in stimulating and strengthening the process of consolidating peace and security in that region and strengthening democracy, which would help its Governments to promote economic and social well-being and respect for human rights.

76. The Central American Governments had submitted a request that the Special Plan should be included as a priority item in the fifth programming cycle and that financial resources should be earmarked for it for a further three years, in an amount equal to the allocation for the fourth cycle. The Latin American and Caribbean region hoped that the request submitted by the Central American countries, which his delegation fully supported, would meet with the approval of the members of the Governing Council.

77. Mr. MIZUKOSHI (Japan) said that since the adoption of the Special Plan (PEC) by the General Assembly in May 1988, his country had supported that undertaking, which was aimed at bringing political stability and economic development to the region through technical and financial co-operation. His country's support was not limited to endorsement of legislative action in the United Nations, but also extended to actual development assistance through both bilateral and multilateral channels, as indicated in the report by the Administrator (DP/1990/85).

78. Since the inception of the Plan, his delegation had stressed the importance of co-ordinating various activities by international organizations and by bilateral donors. UNDP was playing a leading role in those efforts. His delegation supported the proposed extension of the Plan as well as funding from UNDP resources in recognition of the continued need for international assistance in the efforts of the Central American Governments to promote democracy and economic development.

79. Mr. CHAUDOUET (France) said that his country actively supported the Special Plan (PEC). Its support was all the more energetic in view of the fact that the region, which had been seriously affected by economic and political difficulties in the past, had recently embarked on a phase of historic recovery and co-operation. It was absolutely essential that the international community should help to consolidate that remarkable effort.

80. France had undertaken to participate in the various thematic meetings concerned with implementation of the Plan. It was doing so resolutely, in accordance with its means, which were not considerable in that region. In the previous year, it had contributed more than $1 million to the Plan, directing its support in particular to refugees and displaced persons. His Government's efforts, although modest, had helped to unite the activities of UNDP and UNHCR in that region, and it was prepared to continue them.

81. He expressed surprise that it was not planned, for the fifth programming cycle, to continue that programme, at least for some time. He fully understood that it would be necessary in a few years for the PEC to become an integral

part of a regional programme, financed by regional IPFs, and possibly increased through mobilization of the country IPFs concerned. However, that change of tack could not be brought about as quickly as had been proposed. The countries of Central America had an imperative need for additional resources and were not in a position to convert the PEC overnight from a special programme to an ordinary programme, at a time when it had not even entered its operational phase.

82. The request by the Central American Governments for the PEC to be continued for three years seemed reasonable and legitimate and his delegation therefore supported it. France therefore undertook to continue the special financial contribution it had been making to that region. It would endeavour to participate in the forthcoming meetings at which efforts would be made to translate the PEC into various programmes or projects and would do its utmost to ensure that those efforts were completely successful. It was convinced that the countries of Central America would then continue their programme, making the best possible use of the resources they would receive through their customary country or regional IPFs.

83. Mr. IVERSEN (Federal Republic of Germany) said that his Government continued to support the Special Plan (PEC) in accordance with its own policy guidelines for Central America. It welcomed the endeavours of UNDP to formulate, co-ordinate and implement the programme and congratulated all the parties concerned on the progress already achieved. Prospects for economic and social progress in Central America were currently more favourable than ever before. With the efforts to establish democracies in that region, the peace process had made considerable progress. In that context, the difficult task of reconstructing economies and contributing to the internal process of reconciliation must be given support.

84. In the past few years, his Government had considerably increased its financial and technical co-operation with Central America. As it had stated on several occasions, it was prepared to participate in the Special Plan provided the Governments of the region submitted specific proposals within the framework of its bilateral programme for financial and technical co-operation with those individual States. In that connection, it would welcome specific requests.

85. As to the request submitted to his Government by the representatives of the five Central American States concerning the continued funding of the PEC beyond 1991, his delegation had great sympathy for it and considered that it should be included in the agenda for the negotiations on the fifth cycle. As many requests in that complex matter had to be reconciled, his delegation stress that the Central American request would ntail increasing the Special Programme Resources even beyond the level propored by the Administrator and reconsidering the question of the retention of the floor principle.

86. Ms. AARNIO (Observer for Finland), speaking on behalf of the Nordic countries, stressed the high expectations they placed in the Special Plan (PEC). Once the Central American leaders had embarked on the peace process, the Nordic countries had jointly decided to increase their bilateral and multilateral co-operation in the region. They supported the UNDP initiative to allocate SPR funds for enhancing the special programme, and it was of the utmost importance to follow up the results and adjust UNDP support accordingly.

87. PEC's most important achievement had been to enhance co-operation between Central American countries. Unfortunately, the results, in terms of projects implemented, had not met expectations. Compared with the original PEC document, the number of projects currently being implemented and funds contributed were modest. One reason for that was that the administration seemed to be too centralized. To be concrete, action-oriented and effective, most co-ordination should take place in the field. It was important to strengthen the UNDP field offices, but the transfer of the PEC office from New York to Central America was even more vital. Further institutionalization of PEC activities in UNDP's regular structure should be avoided. Implementation of the Plan might benefit from increased local participation, in particular on the part of regional institutions. UNDP should assist such involvement with capacity and competence-building activities. The proposed allocation of additional funds from the original SPR allocation deserved consideration, but UNDP's background information and plans as stated in the document were too general to allow the Council to take an informed decision.

88. UNDP should more clearly acknowledge the PEC's role as a co-ordinating tool and support mechanism for all regional development activities in Central America. The modality of sectoral and thematic meetings was valid and had proven to be at least partially effective. The Nordic countries would welcome increased efforts by UNDP to report on the enhancement of its support for the PEC, and requested a more detailed plan of utilization of potentially increased funds for the special programme and its administration.

89. Mr. SOUTTER (Canada) observed that his delegation supported subregional programmes of reconstruction and development, which were important in promoting progress towards peace and democracy in Central America. It was particularly appreciative of the catalytic role that UNDP was playing in the Special Plan (PEC).

90. His Government had taken note of the proposal made by the Central American countries for a further allocation of $US 20 million from the SPRs for the fifth programming cycle. While it considered that specific regional initiatives should not normally be financed from SPRs, it recognized the significance of continued UNDP participation in the Plan. It was important not to prejudge the outcome of the fifth-cycle discussions. His delegation was alive to the needs of the Plan and would take them into account as negotiations proceeded.

91. Mr. FERNANDEZ-PITA (Spain) said that notable efforts had been made over the past two years to achieve peace in Central America. But as in many other parts of the world, peace implied development; seen in that light, the PEC's ultimate purpose was to implement a plan of action for development that would in turn help bring about lasting peace. The co-operation activities envisaged under the PEC were open to all donors, and not just the United Nations system. At the San José meeting, chaired by Spain, it had been decided to revitalize trade in the region. Spain had been attempting to co-ordinate its activities in Central America with PEC objectives and priorities and had been increasing its bilateral co-operation. But the participation of other donors could not replace the direct involvement of UNDP, which must continue its long-term activities. Terminating support for the PEC at the end of the fourth cycle would not only endanger the progress made, but would prevent the Plan from achieving maximum effectiveness.

92. Spain supported the request by the countries of Central America to extend the Plan over the fifth programming cycle, with an allocation of at least the same amount as that granted for the fourth cycle. It was of particular importance to send the right message to the International Conference on Central American Refugees (CIREFCA). The best way to make firm commitments for achieving full development would be to hold specific sectoral meetings on the various sections of the Plan.

93. Although all aspects of the Plan were of great importance for the development of the region, enhancing regional integration was particularly vital. In the longer term, reviving trade in Central America must include an industrial rehabilitation and recycling programme and measures to strengthen regional integration institutions. Co-operation was also urgently necessary with regard to refugees and displaced persons, the promotion of human resources and the creation of a network of small businesses to act as the keys to development.

94. Mr. FONDI (Italy) said that the PEC was the appropriate framework for extending practical and financial co-operation to Central America. Mindful of the worsening economic situation in the region, his delegation reaffirmed its commitment to support the efforts being made by the Central American countries in the context of the Esquipulas Peace Plan. The international community must increase its support for the peace process in order to generate economic and social development in the region, which in turn would foster greater political stability. His delegation reiterated its support for the request made by the countries of Central America for an allocation of $US 20 million in the fifth cycle for the continuation of the Special Plan.

95. Mr. MacARTHUR (United States of America) said that the Special Plan (PEC) had been instrumental in helping achieve peace, democratization and development in Central America. In 1988, just as the Plan had been adopted at the special session of the General Assembly, additional resources had unexpectedly become available to UNDP. His Government had joined in approving the original allocation of $US 20 million for the PEC from Special Programme Resources (SPRs). But the approval of the SPR allocation for the PEC in 1988 had been possible because of an unexpected increase in programmable resources due to currency fluctuation and because most of the fifth-cycle resources already allocated in decision 85/16 had already been programmed. That was not the case currently. Resource levels were known, but not all fifth-cycle plans had been made, so there was room to allow for planning in country and regional IPFs. His delegation would not wish to see the precedent of a line item of $US 20 million for the PEC extended into the fifth cycle. That activity should be included in the regular regional, interregional and country IPFs that would be decided upon in the course of negotiations on the fifth cycle. UNDP activities under the Special Plan should have priority claims on UNDP country IPFs and regular resources. UNDP had a co-ordinating role under the Plan, one that charged it with strengthening regional institutions; that function should be pursued.

96. Regardless of the decision taken by the Council on continuing the PEC, the Central American unit established in UNDP to administer the Plan should be retained and financed from UNDP's administrative budget. It was the understanding of his delegation that the administrative cost of the unit was currently financed from the 1988 allocation for the PEC. His delegation

proposed that the questions of regularizing the funding of the Central American unit and increasing the allocation for administrative support to the PEC should be referred to the Budget and Finance Committee for consideration.

97. Mr. AQUARONE (Netherlands) agreed with the observer for Finland that the PEC projects and programmes had been slow to bear fruit. Many of those activities were of a long-term nature, and it was therefore to be hoped that they would eventually produce the desired results. His delegation was focusing its attention on the proposed sectoral meetings, in particular on agriculture, health, small businesses and CIREFCA. UNDP's role in the Special Plan had been most valuable, and it was therefore surprising that it was not yet clear in what form UNDP would continue to be involved. It was to be hoped that more light could be cast on that question at the current session.

98. Mr. HAMADZIRIPI (Zimbabwe), speaking on behalf of the African countries, said that the political and economic reforms being carried out by the countries of Central America required concerted international support if they were to reach fruition. Additional resources needed to be mobilized for projects and programmes within the context of the Special Plan. The countries of Africa supported UNDP assistance to the Plan, and the Council should agree on the appropriate means and levels for continued UNDP financial support to the Central American region in the fifth cycle.

99. Mr. RAMIREZ-OCAMPO (Director, Regional Bureau for Latin America and the Caribbean), responding to comments made during the debate, said that the PEC had played an important co-ordinating role as a frame of reference for the activities of both the United Nations and other international organizations. He agreed with the representatives of Finland and the Netherlands that the progress made under the Special Plan could have been greater, but the Plan could only move forward at the same speed as the peace process itself. The Plan had been extraordinarily useful in maintaining a constant dialogue between Governments at many levels.

100. Efforts to decentralize the Plan had been very successful. Studies on projects had been conducted and decisions taken on site by the relevant ministries. A UNDP representative was following up the Plan throughout the region, and only a small nucleus of 13 persons remained in New York. PEC decentralization was probably greater than in other areas. The Central American regional institutions were deeply involved in the co-ordination and decision-making process and were themselves mandated to initiate ideas. The Central American Governments also co-ordinated activities in each country and throughout the region.

101. As an instrument that had been introduced only one and a half years previously the PEC had already proven its worth. He was certain that a way would be found to enable the Plan to be continued.

102. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the drafting group to begin to prepare a draft decision on the question.

103. It was so decided.

The meeting rose at 12.55 p.m.

UNITED
NATIONS

DP

Governing Council
of the United Nations
Development Programme

Distr.
RESTRICTED

DP/1990/SR.32
2 October 1990

ENGLISH
Original: FRENCH

GOVERNING COUNCIL

Thirty-seventh session

SUMMARY RECORD OF THE 32nd MEETING

Held at the Palais des Nations, Geneva,
on Wednesday, 13 June 1990, at 3 p.m.

President: Mr. POPESCU (Romania)

later: Mr. BABINGTON (Australia)

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GE.90-61634/2441B

The meeting was called to order at 3.05 p.m.

OTHER FUNDS AND PROGRAMMES (agenda item 8) (continued)

(a) UNITED NATIONS VOLUNTEERS PROGRAMME (DP/1990/57 and Add.1)

1. Mr. DRAPER (Administrator, United Nations Development Programme) said that during his travels he had met many United Nations volunteers and that he admired their commitment and respected the professionalism of their contribution to UNDP's work. In the task of making technical co-operation more relevant and cost effective, UNDP's partners in both the developing countries and the United Nations system were turning more and more to UNV specialists. He urged the members of the Council to read the programme advisory note which the United Nations Volunteer programme had prepared on the appropriate use of volunteers in development. Volunteers represented about 20 per cent of the long-term expatriate technical personnel serving in the developing countries, and especially in the least developed countries. Their role might even be critical to success in the areas of agricultural development, health and education and in the process of rehabilitation in the wake of man-made crises or natural disasters.

2. UNV's working partnership with some 30 agencies of the United Nations system was exemplary. Nearly half of all the volunteers were serving in projects of the specialized agencies including FAO, ILO, UNESCO, UNIDO, UNICEF and WHO and in other organs, namely, the UNDP regional bureaux, the Project Support Services Office (OPS), the United Nations Development Fund for Women (UNIFEM), the United Nations Sudano-Sahelian Office, the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) and the United Nations Population Fund (UNFPA). The United Nations Volunteers had also played significant roles in helping the High Commissioner for Refugees in camps from Hong Kong to Honduras, from Somalia to Thailand. He firmly believed that the United Nations system would make increasing use of the talented, experienced and committed men and women, whom UNV had shown it could deploy.

3. With 1,900 volunteers, UNV was currently one of the most substantial of UNDP's operations. The challenges it was called upon to meet were many: the extension of its participatory domestic development service programme to the Arab world and the Caribbean, recovery in Cambodia, the potential to assist the work of the Bretton Woods institutions and requests from Central and Eastern Europe to help with economic transformation.

4. Ms. McSWEENEY (Executive Co-ordinator, United Nations Volunteers) said that, during the 1988-1989 biennium, UNV had been guided in its work by the decisions taken by the Council in 1988 following the comprehensive review in 1987. It has been asked to prepare a programme advisory note on the appropriate use of volunteers in development. It had thus held consultations with Governments, United Nations agencies and volunteer-sending organizations and what had emerged was the striking contribution of international volunteers - some 33,000 in all - to development. They were working in the front-line areas, especially in Africa. The volunteers and the programme's specialists in particular had to deal with the same resource constraints as their counterparts in the developing countries. Through consultations, there had been a better definition of the appropriate niche for UNV specialists and of the importance of complementarity with the nationals of the developing

countries, who had a key contribution to make, and other United Nations system personnel. The new requests received reaffirmed the comparative advantage of United Nations volunteers in post-crisis rehabilitation, promoting participatory approaches at the grass-roots level and providing a "safety net" of basic services during adjustment periods.

5. The overall context in which volunteer contributions to developments should be placed was that of economic recovery programmes and their social adjustment consequences. The challenge of reaching the poorest had inspired new forms and directions of development co-operation and encouraged increased trust in the private sector. That created more space for volunteer effort as a whole and would condition the demand for UNV programme services during the next cycle.

6. The profiles of volunteer specialists sought by Governments and by the United Nations agencies called for ever-increasing qualifications and experience. A high degree of professionalism in expatriate technical support, available at a modest cost, had led to a 36 per cent growth in the use of UNVs over the biennium. About half of the UNV specialists were working on projects executed by United Nations agencies, the three main users being FAO, ILO and the United Nations Department of Technical Co-operation for Development (DTCD). UNV specialists served in over 100 countries, 80 per cent of them in the poorest and most disadvantaged areas. Programmes had been launched the previous year in Namibia and work had just started in Central Europe.

7. A critical issue was support for volunteers in the field. Major strides had been taken in decentralizing the management of their work and more flexibility had been introduced in the administration of their entitlements. Assignment preparation and monitoring were receiving greater attention. The main instrument for strengthening programme support had been the creation of 40 programme officer posts, funded from UNDP's administrative budget since 1988. To meet growing needs, 13 additional programme officers had been fully funded by donors. Nevertheless, 20 field programme officer posts funded from the administrative budget were still required.

8. Briefing and orientation meetings had been increased, both by the programme itself and by United Nations agencies. Thus, the International Trade Centre (ITC), FAO and ILO were increasingly bringing UNV specialists to their headquarters for technical briefings. Volunteer-sending organizations such as the Peace Corps had started to include UNVs in their in-country orientation sessions.

9. Reviews and evaluations of field programmes had been intensified. In 1989 alone, seven evaluations had been undertaken which had resulted in constructive suggestions that highlighted the value of the volunteers contributions.

10. UNV financing continued to come overwhelmingly from national and regional IPFs, accounting for over 80 per cent of total activities, and that had a cyclical impact on UNV programme development and delivery. At the same time, United Nations agencies were funding more and more UNV assignments from their own resources. The programme was currently receiving support from the financial institutions, in particular the World Bank and the International Fund for Agricultural Development (IFAD). Governments, in turn, were increasingly using loan funds to obtain volunteer services.

11. Countries might wish to consider tapping the special characteristics of United Nations volunteer specialists because those characteristics were critical to broad-based grass-roots work, particularly in the area of youth. Three of UNV's partner agencies in youth work - UNESCO, ILO and the United Nations - had convened a meeting for September on the participation of volunteers in work with the urban poor, especially youth and women.

12. External evaluations had been made of the participatory development programmes for strengthening domestic development services (DDS) in Asia and Africa. They highlighted the usefulness of that exchange of indigenous experience in promoting self-reliance at the community level. They emphasized the need to fund DDS activities on a more secure basis and to find special resources for that purpose. The DDS programme was growing very rapidly especially in Africa, and as a result of new requests from the Arab States, the Caribbean and Central America. It was thanks to the generous support of the Federal Republic of Germany in complementing UNDP's regional IPF, that work with the poorest in Africa had been able to continue until the end of the current cycle. The volunteers assigned to that kind of work had excellent track records in helping community groups to manage micro-projects initiated by the groups themselves. The micro-fund concept could build on the DDS experience and field network.

13. The last biennium had seen a sharp rise in the demand for UNV specialists by countries coping with rehabilitation and reconstruction - including Afghanistan, Angola, Namibia and Somalia. In Afghanistan, with the office of the Co-ordinator for United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan (UNOCA), and in the Hong Kong refugee camps with UNHCR, UNV had been able to respond to requests through assistance from Japan. However, whenever urgent requests had to be met, the programme was hamstrung in its action by the need first of all to find the funds. The Administrator had therefore recommended that a special contingency fund should be created which would enable a small priority group of volunteers to be dispatched and ensure that humanitarian needs were met whilst resources were being mobilized.

14. Having thanked the major contributors, particularly Switzerland, Belgium, the United States, the Netherlands and France - which was joining as a sponsor, she mentioned that a proposal had been put forward to increase the proportion - currently 15 per cent - of the fund that could be used for experimental and innovative programmes.

15. The United Nations Volunteers programme was tending towards universality. It had concluded new partnership agreements with France, Japan, the Union of Soviet Socialist Republics, the Republic of Korea, Morocco, Egypt, Jordan and Viet Nam, and was shortly to conclude one with Brazil. In addition, new approaches had been introduced with a number of volunteer-sending organizations in industrialized countries and with some United Nations agencies. The UNV roster currently included nationals from 120 countries, compared with 106 in September 1987. The proportion of serving UNVs from the seven largest suppliers had declined from 60 per cent in 1987 to less than 50 per cent. The number of countries providing over 15 UNV specialists had risen from 23 in 1988 to a current 34. However, participation from industrialized countries was still only around 12 per cent. In order to increase it, UNV had submitted some 20 measures for consideration by the volunteer-sending organizations as

an "affirmative action plan". All the members of the Council could assist UNV to reach its goal of universal participation, especially by processing and clearing candidates more promptly.

16. Women currently constituted 18 per cent of all UNVs and the number of candidates was steadily increasing. The youthful retired, aged 55 to 65, brought a whole career of experience to UNV and were increasing in numbers on the roster.

17. In future, more volunteers were likely to be called upon to contribute to post-crisis rehabilitation, provide basic services during adjustment processes and to support rural grass-roots activities. New areas would also be opened up to them: community-based programmes with the urban poor, environmental management and population activities. If development co-operation was to focus more on human choices and needs, volunteer contributions would certainly be very much to the fore and UNV was ready to meet that challenge.

18. Prince Sadruddin AGA KHAN (Co-ordinator for United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan) said that, during the past year, United Nations assistance had reached virtually every province of Afghanistan. He paid tribute to the United Nations volunteers who, in that common endeavour, had played a valuable role, which was continuing to gain momentum.

19. Since 1989, when the Executive Co-ordinator of the United Nations Volunteer Programme and he himself had signed a Project of UNV Multisectoral Support for Relief and Rehabilitation Programmes relating to Afghanistan, 33 UNV specialists had been deployed with various United Nations bodies. Recruitment of candidates was currently under way for an additional 45 posts, and he hoped that the target of 100 volunteers would be reached by the end of the year.

20. Even though the focus of the UNV programme was economic and social development, there was no doubt that it was in times of crisis and in cases of emergency that the performance of the United Nations system was most scrutinized by donors and public alike. Afghanistan was a challenge to the notions of international solidarity and the international resolution of regional conflicts. The credibility of the system and also the future of multilateral aid depended on the success of the United Nations in that country. For those close to the actual situation in the field, it was clear that United Nations volunteers often played a vital role in the success of aid projects. While he respected the idea of "UNV specialists", he felt that it was essential for the overall impact of the programme to maintain flexibility and pragmatism in the selection of volunteers. In the field, nothing counted more than personal human qualities. For a United Nations volunteer, it was important to have an understanding of the people with whom he or she worked, of their culture and traditions, their hopes and aspirations.

21. He supported two specific recommendations by the Administrator. First, he favoured the expansion and strengthening of the UNV programme officer scheme and, secondly, the setting up of a contingency fund to assign UNVs to meet emergency requirements in cases of catastrophe or political upheaval, without waiting for the completion of a lengthy process of project formulation, recruitment of additional staff and approval of start-up funds.

22. Lastly, he wished to place on record his deep appreciation of UNDP's support for Operation Salam. A number of joint projects had been successfully initiated and more were in the pipeline. He earnestly hoped that, in the coming weeks and months, UNDP would be able to use more of its IPF funds. As Afghanistan moved gradually towards greater stability, UNDP should not only provide technical assistance, which was its traditional task, but also become a catalyst for generating more operational activity. Economic and humanitarian assistance could and should be an important factor in promoting peace in the area, encouraging the voluntary repatriation of refugees and helping the Afghans to gain a measure of self-sufficiency.

23. Mr. RASAPUTRAM (Sri Lanka) said that the UNV, which would shortly be celebrating its 20 years of service to the developing countries, had created an excellent image among the rural masses, who had come to identify it with the United Nations itself. The programme advisory note gave an excellent description of the nature of the work done by UNV and the direction that the programme should take in the future. His delegation was in broad agreement with the Executive Co-ordinator's recommendations. The future programme of UNV needed to be adjusted to the challenges and demands of the 1990s. In fact, Governments were henceforth in favour of free enterprise and the free play of market forces as instruments of development. However, that new attitude presupposed a transitional period which, to be smooth, had to be assisted. The United Nations volunteers were, therefore, the best suited to bring to the populations of the developing countries new ideas and new technology to match their expectations.

24. UNV combined commitment and devotion with highly sophisticated professionalism and that quality was being placed at the service of participatory development. Because they spent about two years in the same post, the volunteers were accepted by the local population into which they integrated easily and by their national counterparts with whom they worked. They were thus in a position to contribute to changing the attitudes of the people themselves and to pave the way for changes in the direction of a country's economy.

25. In the light of those factors, it was important to support the expansion and growth of UNV in many directions, as recommended by the Executive Co-ordinator. First, the programme should go beyond fielding experts and work towards a programme that was carefully designed and implemented. In that connection, joint planning and programming within the United Nations system seemed to be full of promise, as indicated in the programme advisory note. His delegation, therefore, unreservedly supported the suggestions made in the note regarding the role of the programme officers and supported an increase in their number to 60 posts. Secondly, the work of volunteers employed at the local level in the domestic development service seemed very promising. In Sri Lanka, those volunteers had played a catalytic role in rural areas. They had helped to design programmes based on the initiative of the people themselves and then had contributed to implementing and monitoring them. They had also done much to develop human resources. The participatory development programme was, in his delegation's view, one of the most valuable contributions made by UNV. Thirdly, UNV could be involved in disaster relief when co-ordination and organizational problems arose. His delegation supported the establishment of a special fund for financing the intervention of volunteers in those circumstances but did not wish such a fund to be confused with the micro-capital fund which should be used exclusively for promoting business

entrepreneurship and self-employment projects. Fourthly, UNV should encourage the fielding of volunteers to work in developed countries to create or promote a two-way exchange of experts that would lead to cross pollination and strengthen the universality of the programme. Lastly, the work of the volunteers should be assured the necessary financial support.

26. Mr. Babington (Australia) took the chair.

27. Mr. MANCZYK (Poland) said that, because UNV was the only volunteer-sending agency of the United Nations, it had a special responsibility to improve the image of volunteer specialists, their professional capacity and the cost-effectiveness of their services. He congratulated the secretariat on its very comprehensive programme advisory note concerning the appropriate use of volunteers in development, which would be most useful to Governments, UNDP and the agencies.

28. His delegation supported the proposal that the number of UNV programme officer posts should be increased to 60. The UNV should be involved in emergency-type operations because the programme was well suited to that kind of activity. In that connection, he agreed with the idea of setting up a special contingency fund and Poland was ready to provide volunteers for such operations. His delegation was also in favour of expanding support for participatory development. The participation of volunteers in the domestic development service and youth networks should be put on a more permanent basis.

29. His delegation was aware of the importance of the UNV High-Level Inter-Governmental Meeting on International Volunteerism and Development, to be held in 1991 on the occasion of the twentieth anniversary of the programme, at which Meeting the subject of human development and environment could be considered. The subjects mentioned in paragraph 68 of the Administrator's report should also be discussed at the Meeting.

30. His delegation was in favour of expanding the use of the Special Voluntary Fund (SVF) for financing pilot and experimental projects. It also welcomed the proposal that the programme should intervene to assist countries undertaking major socio-economic transformations. That would be an eloquent testimony of the universality, flexibility and efficiency of the programme. A project was currently being prepared to provide experts in management, marketing and other fields to assist Poland in restructuring its economy. Rapid integration into the world economy of the countries with economies in transition would increase their contribution to development assistance rendered to other regions and countries.

31. The UNV programme was growing at a satisfactory rate, but the indicators of both supply and demand showed that it had the potential to expand even further. In order to do so, it would need to be more visible and it should therefore be given every assistance in that respect. His delegation noted with satisfaction that, in order to improve the quality of services delivered by the programme, senior citizens with professional experience and competence were being recruited. It also welcomed the initiative taken to provide programme officers with training courses to improve the quality of the services delivered at the field level. He drew attention, in that connection, to a proposal for improving the recruitment strategy and overall management of the

programme. He had in mind the organization of short-term training courses for national recruitment services during which the chiefs of those services and the UNV programme officers could exchange experience and co-operate more closely.

32. He mentioned that his country had been the first in Eastern Europe to sign a co-operation agreement with UNV. Since 1984, Poland had supplied some 30 volunteers and 12 Polish specialists were currently working in developing countries, while many others were on the roster. In the current year, emphasis had been placed on recruiting doctors, the demand for which had greatly increased because of expansion of the UNV programme. In 1989, the Executive Co-ordinator had visited Poland and had held useful discussions with the Polish authorities.

33. Mr. PETTITT (United Kingdom) said he welcomed the programme advisory note prepared by UNV and hoped that it would be widely disseminated because of its very great interest for all planning chiefs both inside and outside the United Nations system. Although the note dealt with the use of volunteers for development, it should be remembered that volunteers also had an important role to play in providing assistance for refugees, in relief operations and so forth.

34. He drew attention to paragraph 13 of the Administrator's report (DP/1990/57), which referred to the desirable complementarity between international personnel on regular contracts and volunteer workers. International project teams that comprised both categories of personnel had, in fact, demonstrated their effectiveness when they had been able to exploit the synergy between the two kinds of knowledge, experience and talent. He fully endorsed that assessment. He was also pleased to note that the Administrator dealt with the role of international volunteers in development, without limiting himself to UNV. It thus appeared that the door still remained open for the involvement of volunteers from bilateral sources in projects of the United Nations system.

35. With respect to strengthening the universality of the programme, he noted with pleasure that steps had been taken to increase the number of volunteers from OECD countries. The recruitment methods would, he presumed, be adapted to the labour market in the industrialized countries, which was evolving rapidly. He also hoped that the increase in the number of volunteers from industrial countries would be reflected not only on the roster but also in the field.

36. His delegation supported the proposal for establishing 15 new programme officer posts to be funded from the administrative budget. The needs in that area were so obvious that the British Volunteers Sending Society had sent 10 of its own volunteers to perform those tasks and had financed the operation in its entirety. Nevertheless UNDP should take over the funding of such arrangements. He also thought that the activities undertaken under the youth programme should be continued. Moreover, he welcomed the retention of the acronym DDS (Domestic Development Services) as well as the term "Participatory Development Programme".

37. An interregional high-level meeting of the UNV programme should be organized about once every 10 years and it would be appropriate to convene one in 1991 to mark the twentieth anniversary of the programme. As far as

co-operation with NGOs and grass-roots organizations was concerned, he noted with satisfaction that the opening of a window in the Special Voluntary Fund (SVF) for receiving contributions to be allocated for special purposes had encouraged donors to make contributions.

38. His Government did not object to the setting up of a contingency fund and hoped that the Special Programme Resources (SPR) would be used to assist the Participatory Development Programme within the framework of thematic allocations, the theme in question being poverty alleviation. Lastly, he hoped that, at each of its sessions held at Geneva, the Council would decide to devote one day to consideration of UNV.

39. Mr. QUANES (Office of the United Nations High Commissioner for Refugees) said that UNHCR particularly appreciated the contribution made by the volunteers, because they had demonstrated real competence coupled with commitment, in complete harmony with the principles and values which guided the High Commissioner's work. Their activities were diversified and affected the areas of health, readaptation, agriculture, social work and administration. UNHCR had taken part in the consultations which were held to prepare the note before the Council. It attached great importance to the future development of UNV and firmly believed in the need to intensify co-operation with it.

40. Mr. VARADACHARY (India) said that he endorsed the support for UNV expressed by the representative of Sri Lanka. He recalled that his country had suffered numerous natural disasters and that it always welcomed voluntary assistance in dealing with such situations and also in pro-development activities. Consequently, India had significantly increased its contribution to the Special Voluntary Fund and hoped to be in a position to do so again in the future.

41. India had recently increased the number of specialists allocated to the field for projects under the domestic development services programme. The only international volunteers working officially in India were United Nations Volunteers and that indicated his Government's confidence in the programme.

42. His delegation supported the recommendation that the UNV mandate for dealing with activities concerning youth should be maintained. In order to strengthen UNV during the fifth cycle, his delegation was willing to give favourable consideration to the allocation of additional budgetary resources.

43. Mr. OLOKILIKOKO (Observer for the Congo) said that unfortunately volunteers played a marginal role in development activities in his country: in fact, there were currently only five United Nations Volunteers in the Congo and seven Congolese serving in that capacity in other African countries. His Government hoped to enhance the role of UNV, in particular within the framework of the back-to-the-land programme it had launched.

44. With regard to the question of the professionalism of UNV specialists and their working conditions, he did not intend to question their competence but wished that more account were taken, when they were being assigned, of several important factors, particularly their ability to respond to the needs and situations of the countries in which they were required to work and integrate themselves. Furthermore, closer co-operation should be established between the United Nations Volunteers and national personnel. While it was sometimes difficult to find qualified local personnel capable of working with the UNV

specialists, it should, however, be possible to resolve that problem by doing more to prepare local staff, especially through training and information programmes, because only through concerted action aimed at achieving complementarity of the various partners could the hoped-for results be achieved.

45. His delegation supported the idea of expanding the financial bases of UNV's operational activities so that they would no longer depend exclusively on the IPFs. It also favoured the establishment of a special fund to assist small- and medium-sized enterprises in the developing countries.

46. Mr. SAHLMANN (Federal Republic of Germany) said that volunteers with an average age between 30 and 40 and who had therefore had good professional experience already were currently considered the most appropriate kind of personnel in an increasing number of areas, where the long-term involvement of expatriate professionals was needed. They often had the same qualifications as international experts and in most cases more enthusiasm and a higher personal commitment besides being much cheaper. In future, they should become the main source of long-term expatriate professionals used by the United Nations system for its operational activities. In other words, UNDP and the relevant agencies should use UNV specialists not only in project implementation but also in programming, planning, assessment of needs and project design. The UNV Programme was an excellent means of technical co-operation among developing countries, because the vast majority of its specialists came from developing countries. His Government thought, however, that the volunteers should be assigned to programmes, projects or posts that were truly multilateral. Another important task of the volunteers was to support countries' domestic development services.

47. He welcomed the programme advisory note which gave information and guidance as to the possible use of United Nations Volunteers. He was pleased that the management of the programme had been decentralized and that increasing support was being provided through the field offices. He was none the less concerned about the large number of early resignations. He felt that greater attention should be given to job descriptions and the training of the volunteers for the specific tasks they would have to carry out, as well as to technical support. Co-operation between UNV and the organizations using its services had greatly improved in recent years, but it could be enhanced still further.

48. His country had taken part in an external evaluation of the UNV programme in the field which, on the whole, had yielded satisfactory results. His Government had pledged its full support to the Participatory Development Programme and had therefore made available special financial resources on an exceptional basis for the current year for the DDS programme in Africa. His delegation thought that, during the fifth cycle, the Participatory Development Programme should be given a clear and secure financial basis and he proposed that it should be financed completely from the SPRs.

49. Mr. NAMFUA (Observer for Tanzania) said that the success achieved by UNV and the way it had responded to the pressing and diversified needs of the developing countries fully justified the strong support that the members of the Governing Council, beneficiaries and donors alike, had assured it. His delegation noted with special satisfaction that the programme had assigned

63 per cent of its volunteers to the least developed countries - half of them were in Africa - thus focusing its limited resources on the countries in greatest need.

50. Noting that the UNV leadership, like the users, put the quality of services and the sustainability of the assistance given as their main preoccupation, he agreed that field support structure was the key to successful management and that it was thus important to continue to improve the quality of the programmes and to finance the programme officers, like the core UNV staff, from the regular budget and the resources of the UNDP resident co-ordinators. There was a strong case for UNV sending more programme officers to a larger number of countries and it was, therefore, necessary to widen its financial base. In addition, he endorsed the proposal by the Administrator to set up a contingency fund for emergency relief following disasters.

51. He urged donor countries to follow the example of the Federal Republic of Germany, Switzerland, Belgium, and the Netherlands, which had made commendable efforts to support grass-roots activities. In the final analysis, those were income-generating activities to assist the disadvantaged rural and urban poor and would help them in their attack on poverty. In that perspective, it was important that UNV should continue its youth work, focusing its attention more on creating jobs for school-leavers.

52. UNV had one quality that was, perhaps, even more important than its professional skills and that was its deep commitment to the cause of development and the uplifting of the deprived. In view of the difficult conditions in which volunteers were required to work, they should be offered more flexible conditions of service, in order to deepen that commitment. The Governing Council should be able to establish the prerequisites to ensure that UNV could meet the major challenges it would face in the 1990s and to continue to adapt its services to the evolution of those needs.

53. Mr. MARX (Observer for the German Democratic Republic) said that his country's new Ministry of Economic Co-operation intended to take advantage of the under-utilized national potential to assist developing countries. It had begun to establish the necessary institutional framework for continuing co-operation for development by adapting it to the new political situation in the country. Thus the German Democratic Republic had, inter alia, a national volunteer recruitment service similar to those in the Western European countries. In addition to its bilateral activities, that service could be a national focal point between UNDP and experts who wished to participate in a multilateral development assistance programme. He hoped that UNV and the Ministry of Economic Co-operation of the German Democratic Republic would conclude a memorandum of understanding to that effect in the near future.

54. Mr. HEMBRECHTS (International Labour Organisation), having complimented the directors of UNV on the obvious success of their activities, particularly in the area of community development and the informal sector, said that ILO had, for its part, engaged nearly 500 volunteers who had been assigned to 64 different countries since 1972; 141 of them were currently working in ILO programmes. Those figures were proof of ILO's steadily increasing confidence in those specialists, who adapted well to the projects that they were

assisting, particularly in the fields of vocational training, co-operative development, labour-intensive special public works programmes and vocational rehabilitation of the disabled.

55. At the first annual consultative meeting between ILO and UNV in April 1990 to review programming, operational and administrative issues, ILO had noted that UNV had succeeded in simplifying its operational procedures and in decentralizing its administrative services; it had therefore decided to encourage its staff to make greater use of volunteers in project implementation. To that end, the two agencies had agreed to use them more in project identification and design; to identify jointly new areas in which technical co-operation activities could be conducted; to work more closely in recruiting well-qualified candidates; to send the recruited specialists to the field more promptly; and to ask ILO staff to hold briefing and orientation sessions for volunteers more frequently, in order to adapt the length of assignment to the needs of the projects. ILO field offices and UNDP resident representatives would be informed of the results of that meeting and of the steps to be taken in close co-operation with the new UNV programme officers.

56. Mr. HUGHES (Observer for New Zealand) said that, whereas UNDP was moving towards greater emphasis on national execution, he predicted that greater use would be made of UNV in carrying out technical co-operation activities because the cost-effectiveness of the UNV specialists and their willingness to relate to the culture of the countries in which they were engaged were important advantages. He welcomed the publication of the programme advisory note, which contained sensible guidelines on the deployment of the volunteers, and also the strenuous efforts by the programme to strengthen its universal character. It was with that in mind that the New Zealand co-operating organization, Volunteer Service Abroad, had set a target of recruiting 5 per cent of UNV specialists. That target had been achieved and it was proposed to double it, with a special commitment to providing volunteers for Namibia. Furthermore, the Service was involved in recruiting New Zealand specialists who were fully funded by UNV.

57. It was important that the programme should continue its activities for youth, particularly at the grass-roots level in countries where youth unemployment was an increasing problem on account of economic difficulties, structural adjustment and a high birth rate. Lastly, he agreed with the Administrator that the Fourth United Nations Decade for Development should explicitly recognize the role of volunteers in development.

58. Mr. DE BEER (Netherlands) said that the Netherlands volunteer-sending organization had excellent relations with UNV, which was obviously well run. He welcomed the efforts being made to broaden the recruitment base of UNV and hoped that its unique character as an organization fielding volunteers from developing countries to other developing countries would be strengthened still further. There was also a clear interest from the industrialized countries in co-operating further with the programme when the current efforts to streamline it and speed up recruitment started to pay off.

59. He supported the programme officers scheme set up in 1988 because it was making good progress. The Executive Co-ordinator should contemplate converting the programme officer posts into permanent ones, given the importance of their responsibilities.

60. He welcomed the efforts being made by UNV to evaluate its activities and then feed the results back into its orientations and projects. He also fully endorsed the comments made by the representative of the United Kingdom concerning the youth programme. In respect of the financial impact of some of the questions considered in the report, he noted that the Administrator was proposing that a contingency fund should be set up to meet Governments' requests for emergency relief assistance: in view of the constraints inherent in the international recruitment of specialists and their acceptance by the host countries, he was not fully convinced that an enhanced UNV role was appropriate. On the other hand, he had no objection in principle to the Participatory Development Programme being given additional funds provided that the financing was extrabudgetary. The Executive Co-ordinator could perhaps indicate what new sources of funding were being currently tapped. With regard to the Special Voluntary Fund (SVF), the Administrator recommended that the financing of external expenditure of volunteers from developing countries should be expanded, but gave no specific percentage. Every effort should be made to avoid straying from the main purpose of the SVF by adopting such measures. Lastly, he fully supported the proposal by the Administrator in respect of the operational costs of the programme officers.

61. He noted that UNV had heeded the recommendations of the Governing Council and had tried to apply its decisions, rather than fighting or ignoring them. Its responsiveness would certainly ensure that UNV secured the broad support it deserved.

62. Mr. PENJO (Observer for Bhutan) said that the development process had started in Bhutan only 30 years previously and that, consequently, the country was facing a serious shortage of techical and professional manpower. His Government had used the services of UNV in an attempt to cover that shortage. Thus, 18 volunteers had initially been recruited in 1980 for projects mainly in the areas of education, health services and animal husbandry. They had provided most effective and constructive services in the framework of the development programmes. Their number had been increased to 52 after the tripartite meeting held in March 1983, attended by representatives of the Government, UNDP and UNV, to assess the situation. After an evaluation exercise in 1985, which found that the performance of the volunteers had been satisfactory, the number of volunteer posts had been increased to 100 for the period ending 1992. The members of the joint evaluation mission, held in October to November 1989, had made some useful recommendations for improving further the co-ordination and general efficiency of the volunteers' work. His Government would like to continue the UNV programme beyond 1992, because the volunteers had enabled it to meet to a certain extent the shortage of technical and professional manpower at all levels and they were adapted to the country's development needs. The volunteers had been very effective in the field and had proved that they were able to work under difficult circumstances. Furthermore, the cost of their services was much less than that of ordinary technical co-operation personnel. Unfortunately, UNV activities were financed to an extent of about 85 per cent from the IPFs and other country programme activities were competing for the same funds. Consequently, the possibility should be considered of setting up a special trust fund to make other arrangements for supporting the work of the volunteers, particularly in the least developed countries.

63. Mr. SALEEM (Pakistan) said he wished to emphasize the increasingly significant role being played by the UNV programme, the enormous diversity of the skills and experience that it could offer in the areas targeted and its capacity to reach population groups which did not have alternative possibilities of securing acutely needed assistance. It was necessary to strengthen UNV capacity to respond effectively in areas of serious concern to the developing countries. Consequently, he supported the creation of a contingency fund to enable volunteers to provide relief in the event of natural disasters, ecological catastrophes or internal strife so as to support relief operations pending the availability of longer-term support. The possiblity should also be envisaged of using the fund to finance specialized support needed in cases of unforeseen change, with socio-economic repercussions. In Pakistan, the volunteers were engaged mainly in aid to Afghan refugees and had done a great deal to assist in the rehabilitation of those people.

64. Mr. OSUNA (Spain) said that his delegation fully supported UNV. The work of the volunteers in the developing countries was worthy of the highest praise. The programme should ensure the universality of recruitment of volunteers and he sincerely hoped that the UNDP field offices would co-operate to that end.

65. With respect to the orientation of its activities, the programme should take part in projects to train specialized manpower in the developing countries. Spain could make experts available for the purpose. To that end, the programme should recruit people who were able to pass on handicraft and other techniques, and it should assign experts with university training to other activities. In that way, the execution of projects by beneficiaries at all levels, whether university or lower, could be encouraged.

66. Volunteers could also be involved in the administration and management of rural and urban communities, so that a link could be established between the local power centres and the population groups most affected by poverty. Lastly, his delegation supported the Administrator's recommendations concerning the programme's resources.

67. Mr. CHAUDOUET (France) said that his delegation warmly congratulated UNV on the work it had done. It was particularly noteworthy that the programme was endeavouring to increase its activities in the least developed countries and among the most disadvantaged groups of the population: patience, the ability to listen, determination and skill were the qualities required to relate to those milieux. The UNV specialists, who were usually older and more experienced than most of the volunteers sent by the industrialized countries while being more committed and more enthusiastic than some technical assistants, could meet those demands.

68. As for France, it participated in the central fund to which it was the fourth largest contributor. His Government, which was anxious to promote volunteerism in France and to associate that operation with UNV, had signed a co-operation agreement with the programme in 1990, which was scheduled to be renewed in 1991. Furthermore, he invited UNV and the UNDP liaison services, as well as the non-governmental organizations, to attend a meeting, to be held in Paris in the autumn, with various French non-governmental organizations to discuss the role that the latter could play in UNDP activities and, more broadly, in those of the United Nations agencies. The guiding theme would

be: "The management of urban development at the grass-roots level", a topic that might well, incidentally, be taken up again at the meeting to mark the twentieth anniversary of UNV. His Government's aim was to stress that one of the major difficulties encountered by the developing countries was uncontrolled urban growth. While not denying the priority that should be accorded to the rural sector in many of those countries, it wanted to hold a joint discussion on other challenges, the effects of which were becoming increasingly difficult to assess.

69. Mr. DENU (Ghana) said that Ghana was the seventh largest contributor to UNV. It had received only eight foreign specialists in 1990 under the UNV programme, because it had abundant human resources and his Government intended to use local specialists as far as possible. However, there were also many Ghanaian specialists serving as volunteers in other countries. His Government was, therefore, well placed to know that UNV was making a valuable contribution to the development of countries and that, more than other specialists, its volunteers responded best to the needs of the developing countries. If the programme was adequately financed and its activities were properly co-ordinated, it could contribute by the transfer of specialized knowledge to the strengthening of the national capacities of those countries. In fact, rather than trying to dictate to the local authorities or Governments what they should do, United Nations volunteers identified with the national institutions and programmes: not only did they ease the Government's own manpower constraints but they helped to provide in-service training to national technical staff.

70. The eight United Nations specialists currently serving in Ghana were contributing to the economic recovery programme and participatory rural development. With their help in executing a feeder roads improvement project, his Government had been able to reduce the capital cost component by 25 per cent. The success of those volunteers in the context of development activities with rural people, who were less open to technology, was due in large part to the fact that they were prepared to live in the rural areas, identify with the villagers and learn to understand them, while sharing their knowledge with them.

71. Under those circumstances, his delegation had no difficulty in supporting the proposals put forward by the Administrator to strengthen the capacity of the programme to respond effectively to the needs of the developing countries. More specifically, it thought it advisable to increase the number of programme officer posts to 60, financed by the administrative budget, and also that a contingency fund should be established.

72. Mr. CABEIRO (Cuba) said that UNV specialists were doing excellent work in various areas and in many developing countries. The programme had responded to needs most effectively and had increased its efficiency. Furthermore, it was trying to recruit a larger number of volunteers from the developing countries in order to make it more universal.

73. Under those circumstances, the programme should be given the necessary resources to operate as effectively as possible. In view of the significant support given by the programme officers to the work of the volunteers and to the programming of their activities in the field, the number of posts should - as the Administrator had suggested - be increased. Lastly, he invited the contributing countries to increase their financial participation in UNV activities, so that it could continue to be involved even more in technical co-operation.

74. Mr. ZHANG Guoquan (China) said that his delegation was satisfied with the progress made by UNV. The programme supported developing countries because, in the field, the volunteers worked with personal commitment despite the often difficult conditions and poor pay. China, for its part, had excellent relations with the volunteers working there and China itself sent a number of volunteers abroad. In addition, his Government made a contribution to the programme.

75. The Administrator requested the establishment of a larger number of programme officer posts to strengthen the support system in the field. His delegation supported that request, provided that the need justified it. It hoped that, at its current session, the Council would decide to give UNV the means to intensify its work.

76. Mr. GEPP (Brazil) said he noted that the Executive Co-ordinator of the programme had endeavoured to comply with the decision adopted by the Council at its last session, particularly with regard to the encouragement of applications by women and senior citizens.

77. On the whole, his delegation agreed with most of the recommendations made in the programme advisory note, since it firmly believed that volunteers would be the real agents for technical co-operation in the 1990s. It supported the idea of recruiting an additional 20 programme officers and was in favour of the establishment of a contingency fund. It also approved the work that had been done, with UNV help, to train specialists in technical assistance in some countries, particularly in Latin America.

78. Brazil had been in touch with UNV since its inception. Two Brazilian nationals were currently serving in developing countries, while two Cuban volunteers were working in Brazil. The Brazilian co-operation agency would shortly begin acting as a recruitment centre for Brazilian candidates. Furthermore, Brazilian non-governmental organizations had acquired an experience in development which could usefully complement that of UNV.

79. Mr. FONDI (Italy) said that it was particularly useful for the developing countries to have the services of experienced specialists, who were willing to work under difficult conditions; it was appropriate that those volunteers should form an integral part of a local team in order to avoid undesirable dependency. Such technical co-operation agents were also well placed to promote the national execution of projects and that was in keeping with the principles set forth in General Assembly resolution 44/211. Moreover, in order to facilitate the integration of volunteers in the field, there should be further emphasis on pre-departure and in-country briefings as well as on workshops for the specialists.

80. His Government tried systematically to include provisions for volunteers in its major multi-bilateral technical assistance projects and urged all countries to do likewise. In collaboration with UNV, it was trying to define an institutional framework for strengthening co-operation between Italy and the programme.

81. Mr. MACDONALD (Australia) said his delegation welcomed the initiatives taken by the UNV management to widen and strengthen the programme's financial base and to review the volunteers' current role in development. To determine that role precisely, every effort should be made to ask the volunteers themselves what lessons they had learnt from their experience in the field.

It would be appropriate also to find out whether the programme was still significantly less costly than the services of experts and consultants.

82. The number of Australian candidates and of serving Australian volunteers had always been modest. His delegation recognized, however, that strong quality control of volunteer recruitment was needed in order to preserve the commitment basis of the programme. It was pleased to note that UNV was taking steps to increase the participation in the programme of candidates from industrialized countries, including Australia. The recruitment process should be speeded up, assignments better planned and closer contact maintained with the co-sponsoring organizations. It would also encourage UNV to make available pre-departure orientation courses and in-country language training.

83. His delegation was also delighted to note that over 200 United Nations volunteers were currently serving in the South Pacific, assisting with their skills the small island countries of the region, particularly with regard to the building of infrastructures.

84. Mr. PASQUIER (Switzerland) said that his Government was making a financial contribution to the UNV programme and was also very interested in taking part in the dialogue with the programme's administration. In its activities and in its relations with Governments UNV's openness was commendable.

85. Whenever United Nations volunteers were to be sent to a country, their institutional framework should be clearly defined beforehand, preferably by a national institution or by a United Nations agency.

86. His delegation still had some reservations about the establishment of a special fund, whereby UNDP would finance microprojects; it would prefer the establishment of a small fund that would enable UNV specialists to respond on the spot to requests for "support on the ground" and to carry out pilot activities.

87. Mrs. AARNIO (Finland), speaking on behalf of Denmark, Norway, Sweden and Finland said that the Nordic countries noted with satisfaction the dynamism developed by the UNV programme and welcomed the innovative approach adopted. In particular, they appreciated the administration's search for greater cost-effectiveness by encouraging national participation, thus responding to UNDP's concern to favour national execution of projects.

88. The Nordic countries were pleased to see that UNV was trying to improve the recruitment of volunteers from so-called under-represented donor countries and making efforts to improve the conditions of service for the volunteers. However, because the programme was a practical example of technical co-operation among developing countries, its main emphasis should be on recruitment in the developing countries themselves. It would be appropriate, as the Administrator proposed, to strengthen the field support structure and, to that end, establish a dozen more programme officer posts for assignment to UNDP field offices in countries where a substantial number of volunteers was serving.

89. On the other hand, the Nordic countries could not support the proposal to establish a contingency fund to finance rehabilitation and reconstruction programmes, since they were in principle against the establishment of new funds and favoured national execution. However, they would be able to support increased appropriations for UNV programmes under the UNDP budget.

90. Mr. PAULINICH (Peru) said his delegation unreservedly supported the UNV programme which, within the framework of technical co-operation among developing countries, had a fundamental role to play and should be intensified. His Government attached high priority to the programme and hoped that the Council would extend its mandate unchanged. It supported all the Administrator's recommendations.

91. Mr. APUNTE FRANCO (Observer for Ecuador) said his delegation fully supported the UNV programme because it enabled UNDP resources to be employed in the most effective and economical way. The volunteers in the field displayed remarkable commitment and devotion and their direct assistance in executing development projects was all the more valuable because it was accompanied by active involvement with the local population. That work in the field was especially important, and the Council should decide to intensify it and give it the necessary resources for the purpose.

92. Mrs. SHALABY (Observer for Egypt) said that Egypt had been one of the first developing countries to benefit from the volunteer programme and to send Egyptian volunteers. It had done so in the early 1970s, the destinations being Guatemala and Honduras. Her Government continued to give its full support to the programme and was systematically encouraging direct co-operation between government services, on the one hand, and non-governmental organizations and UNV, on the other. More and more specialists should participate in the work of the programme, especially those whose skills were not usually available in the host country.

93. In order to intensify the programme's activities in Egypt, they should be given a certain amount of publicity through, for example, seminars and the publication of brochures in Arabic. Furthermore, there could be systematic recruitment of volunteers in the context of the execution in the field of projects of direct concern to national development. The conditions of recruitment should be made more flexible and the assistance of the NGOs sought, short training courses in the various areas of skills required should be held more frequently and the participation of women in the programme should be encouraged. Her delegation felt that the programme should also concern itself with developing rural areas.

94. Her delegation supported the Administrator's proposals that more resources should be allocated to the UNV programme and that new sources of financing should be sought. It also supported the idea of setting up a contingency fund.

95. Mr. ISMAIL (Libyan Arab Jamahiriya) said that many developing countries requested UNV assistance because they wished to benefit from the volunteers' experience but also because their services were not costly. He would like to know what the annual average cost per expert was and why there was such a difference between the cost of the technical assistance provided by the international organizations and that of the United Nations volunteers and how, in executing the same project, the activities of the expert, who received a high salary, and those of the UNV specialist were co-ordinated.

96. Mr. AGUILAR (Guatemala) said that Guatemala had benefited from the active assistance of UNV in many development sectors such as nutrition, fisheries, agriculture and meteorology. Volunteers were also helping to train Guatemalan national personnel and had superintended a number of programmes to promote their execution and then their management by Guatemala itself. The programme

was also currently contemplating sending volunteers to Guatemala to participate in the execution of the PRODERE project to which the Government of Italy was making a major financial contribution.

97. His Government and the UNDP field office were collaborating in the launching of a series of integrated development activities in the rural areas, with UNV assistance. In the poverty alleviation, employment and labour protection, environmental protection and business management sectors, the UNV programme was providing assistance which had become indispensible.

98. Mr. EL GHAOUTH (Mauritania) said his delegation endorsed the aims of the UNV programme which gave priority to the African continent and, in particular, to the least developed countries. The programme should be extended to all areas of technical co-operation, because it had proved to be extremely dynamic and to have reached even the most inaccessible regions. His delegation was particularly impressed by the neutrality of the programme and its voluntary character.

99. Ms. MWANGA-BUGONZI (Observer for Uganda) said that Uganda was both a beneficiary of UNV services and a sender of volunteers to third countries. In both capacities, it supported all the Administrator's recommendations. The expansion of the programme would respond to the need recognized by the Council to promote national execution and would help to stem the brain drain.

100. Recruitment procedures should offer beneficiaries a wide range of alternatives from which to choose. In particular, volunteers must be flexible and willing to adapt to local situations. To ensure those qualities, the UNV programme should be regularly monitored and evaluated.

101. The PRESIDENT invited delegations, as an exceptional measure, to submit to the Secretariat for insertion in the summary record the texts of the statements they had prepared, instead of delivering them, so as to expedite the work of the Council.

102. Mr. BOGNER (Austria), Mr. BACAR (Mozambique), Mr. SEJENAMANE (Observer for Lesotho) and Mr. HONG (Observer for the Republic of Korea), responding to the President's suggestion, requested that the summaries of their statements be included in the summary record.

103. The PRESIDENT assured the representatives of Austria and Mozambique and the observers for Lesotho and the Republic of Korea that their requests would be taken into consideration. */

The meeting rose at 6.05 p.m.

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*/ See annex.

Annex

(Statements by the representatives of Austria and Mozambique and by the observers for Lesotho and the Republic of Korea which were not read out at the meeting)

1. Mr. BOGNER (Austria) held the view that UNV was a model of a United Nations body doing a fine job at low cost. Austria had substantially increased its financial contribution to UNV in 1990 and would shortly be holding discussions with the UNV administration as to ways of intensifying its co-operation with the volunteers. His delegation also welcomed the recent shift in the volunteer concept towards greater professionalism, which augured well for the future performance of UNV.

2. Mr. BACAR (Mozambique) mentioned that, during the years following Mozambique's accession to independence, UNV had provided the country with significant assistance in the priority areas of the time, particularly health. The UNV specialists currently serving in Mozambique were executing a multisectoral project aimed at economic recovery and strengthening management skills. The country programme, which had been completed in 1989, recommended that greater use should be made of UNV specialists, because they could usefully complement the technical assistance provided by UNDP.

3. Given the key role played in Mozambique by the two programme officers appointed to co-ordinate the activities for which various institutions and the Government itself were responsible, his delegation supported the Administrator's proposal that additional programme officer posts should be established. It also endorsed the idea that a contingency fund be set up to enable UNV to respond promptly to appeals for emergency assistance.

4. Mr. SEJANAMANE (Observer for Lesotho) informed the Council that his country's experience with UNV over the last 20 years had been extremely positive. UNV had always upheld the basic tenets of the programme: it responded exclusively to the needs defined by the authorities of the beneficiary country, reacted in a timely fashion to its requests, participated in the collective reviews intended to improve the management of its activities in the country and ensured the country a supply of talented individuals from all parts of the world. The tenets in question had been established by the Maseru Declaration, adopted at the second High-Level Inter-Governmental Meeting on International Volunteerism and Development, 1986. Subsequent to that Meeting, incidentally, UNV had improved the organization of its work in the field. His delegation unhesitatingly supported all the recommendations made by the Administrator to enhance the efficiency and effectiveness of the programme.

5. Mr. HONG (Observer for the Republic of Korea) recalled that, during the high-level segment of the general debate, his delegation had stated that, for the first time in 1990, the Korea Youth Volunteers would participate in the UNV programme. His Government felt that the management of the programme should do its best to recruit a larger number of volunteers because they represented too small a proportion of the total expatriate technical personnel serving in the developing countries. In the view of his delegation, the integration of volunteers was indispensable to the success of their work in the field. In addition to language training and in-country orientation, interaction between the volunteers and national experts should be

systematically planned. The recipient country, in close co-operation with the UNV, must play a central role in planning, executing and evaluating the work of volunteers by providing national counterparts in the area where specialist work was necessary.

6. Governments, UNV and UNDP should concert their efforts to facilitate the reintegration of volunteers after their term of service. The Governments of the sending countries should make greater use of secondment arrangements and UNDP could offer volunteers vacant posts in its field offices, or at least give them preferential consideration when they applied for such posts.

UNITED
NATIONS

DP

Governing Council
of the United Nations
Development Programme

Distr.
GENERAL

DP/1990/SR.33
26 June 1990

Original: ENGLISH

GOVERNING COUNCIL

Thirty-seventh session

SUMMARY RECORD OF THE 33rd MEETING

Held at the Palais des Nations, Geneva,
on Thursday, 14 June 1990, at 10 a.m.

President: Mr. POPESCU (Romania)

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GE.90-61637/2037B

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The meeting was called to order at 10 a.m.

OTHER FUNDS AND PROGRAMMES (agenda item 8)

(a) UNITED NATIONS VOLUNTEERS PROGRAMME (continued) (DP/1990/57 and Add.1)

1. Mr. HEIN (Food and Agriculture Organization of the United Nations) said that FAO had participated actively in the consultations which had led to the programme advisory note of 1989 on the appropriate use of volunteers in development. That note would be of particular relevance to the future of the United Nations Volunteers (UNV) programme. FAO had always been a strong supporter of the use of volunteers in its vast field operations. Currently, with more than 200 well-qualified volunteers serving in its field projects, FAO had the highest number of United Nations volunteers among the various agencies participating in the programme. The quality and specialization of volunteers had improved greatly over the years and FAO staff had been informed how to use those specialized talents most productively.

2. FAO was among the agencies which strongly emphasized the need for close technical screening and, where possible, interviewing of volunteers. It also attached great importance to a briefing at headquarters. Similarly, FAO representatives had an important role to play in providing briefings, and technical and other support at the field level. FAO strongly endorsed the proposal to provide additional support funding to UNV for day-to-day work and would continue its support for the programme.

3. Mr. GRAHAM (United States of America) agreed with those representatives who had found that the report of the Administrator on UNV (DP/1990/57 and Add.1) contained a useful discussion of the role of all volunteers in development and particularly the role of UNV specialists. He had noted that the Executive Co-ordinator continued to implement, review and change the programme in accordance with the guidelines presented in the 1987 evaluation and would encourage her to continue to with such evaluation measures.

4. His delegation endorsed the changes relating to support for UNV specialists overseas including better assignment preparation, an increase in Programme Officers, and training and workshops for UNV specialists and host country nationals. It also supported the changes that had been made in response to the programme review in the areas of recruitment and co-ordination between co-operating agencies. It applauded efforts made by UNV to reach out to those agencies and to seek an increase in the percentage of volunteers from unrepresented nations, while remaining supportive of the universal character of the volunteer body. In that connection, it had noted that the United States was one of the three largest suppliers of UNVs from the industrialized countries.

5. His delegation also concurred in the idea that other sources of technical assistance financing, including IFAD, the multilateral banks and agencies of the United Nations system such as UNHCR, UNICEF and WFP, could increase their use of volunteers. It had noted the growth of UNV focal points and programme initiatives and supported UNV's awareness of current development issues in its designation of programmable trends in evironmental management, youth issues, opportunities for the urban marginalized, and sustainability and self-reliance in development undertakings.

6. His delegation had taken note of UNV's interest in more fully-funded volunteers and in joint (bilateral) programmes, in particular in co-ordinating projects with a focus on areas such as disaster or immediate relief. It had also noted the fact that discussions had taken place with the United States Peace Corps regarding possible bilateral agreements in areas of new country entry. It believed UNVs had proved their value in efforts to assist displaced persons and refugees.

7. His delegation welcomed the fact that UNV had taken the initiative in clarifying the functions of Programme Officers and emphasized that those officers should have the status of full professionals in the office of the Resident Representative, regardless of their conditions of service. The functions listed in paragraph 34 of the report were those of professionals. It would therefore encourage the Administrator to pursue the review, proposed in paragraph 34, of the possible need for additional support arrangements.

8. His delegation was not quite clear about the proposal in paragraph 69 (c) on the use of the Special Voluntary Fund (SVF) for pilot and experimental projects. It understood the reasons for the suggestion in paragraph 37 that additional posts for Programme Officers should be established, as well as the suggestion to revise the original criteria for establishing such posts. That question should be considered fully in the Budgetary and Finance Committee, as should the revisions of the UNV manual and the proposed changes in the conditions of service, which would obviously have financial implications.

9. His delegation was happy to concur in the retention of the DDS acronym, as indicated in paragraph 53 of the report, and believed that UNV should obtain additional resources for those activities from the TCDC allocation from Special Programme Resources. It would like to know whether thus far such allocations had been made in accordance with the Governing Council's decision at its previous session.

10. The idea contained in paragraph 69 (a) for a special contingency fund, preferably under trust fund arrangements, required further consideration. His delegation would therefore ask that such a proposal should be more fully detailed and presented to the Budgetary and Finance Committee before it was finalized.

11. Mr. GRIGORYEV (Union of Soviet Socialist Republics) said that in May 1990 a memorandum of mutual understanding had been signed between UNV and the Soviet Peace Fund, which had been established in 1961 as a national co-ordinating centre in the Soviet Union for the contributions of private Soviet citizens to the peace process. The time had come for new types of activity and closer co-operation was currently a major requirement in international affairs, and in the problem of development. UNV represented a type of mechanism which would give practical effect to such aspirations.

12. His delegation agreed with the Executive Co-ordinator concerning the need to increase the number of volunteer specialists to be made available from the industrial developed countries, and the Soviet Union was making its contribution in that connection. It was essential that, in selecting and preparing volunteers for work in the developing countries, strict attention should be paid to the nature and level of their specialized experience and training. His Government took a positive view of UNV, with which it had already begun practical co-operation. It intended to increase such co-operation in the future.

13. Mr. MIZUKOSHI (Japan) said that his delegation supported UNV for three reasons: its flexibility, efficiency and devotedness. Flexibility was of great value to UNV, and his delegation appreciated its efforts to provide various types of assistance. He had noted that UNV was sending volunteers to work on projects run by an increasing number of United Nations agencies and, in that connection, his delegation would like to see even more volunteers in humanitarian assistance activities, such as those of UNHCR and WFP, including assistance to Afghan refugees. His delegation would welcome enhanced co-operation between UNV and NGOs and, in that connection, expressed appreciation for the convening of a seminar in Tokyo on co-operation between UNV and Japanese NGOs.

14. Efficiency and cost-effectiveness represented another asset of UNV. In paragraph 11 of document DP/1990/57, it was pointed out that the cost of a United Nations volunteer was only one fifth that of a United Nations expert. His delegation would accordingly welcome enhanced utilization of UNVs in UNDP programmes and believed that providing UNV with small capital-grant assistance would be a very effective way to increase the quality of development assistance. His delegation did, however, have some recommendations on improving efficiency.

15. His delegation also supported UNV because of its devotedness, as demonstrated by the fact that most UNVs worked in the most difficult conditions in the poorest countries and that 63 per cent of UNVs served in least developed countries. Because of those values, his delegation's expectations for the UNV programme were very great.

16. Ms. McSWEENEY (Executive Co-ordinator, United Nations Volunteers), noting that the representatives of Sri Lanka, the Federal Republic of Germany, ILO and others had commented on the issue of joint planning and programming with the United Nations system, said that examples of joint planning included UNV work in Angola and Namibia, which had been planned with WHO, UNESCO and ICAO. She had noted the suggestion made by the Federal Republic of Germany and others that UNV should participate more actively with other agencies of the United Nations system in the design of the preparatory phases of field programmes. She welcomed joint programmes with other volunteer-sending organizations and, in a related area, had noted Australia's observation concerning the strengthening of evaluation capacity and taking advantage of feedback from volunteers themselves.

17. She appreciated the generous comments on the consultative process that had led to the programme advisory note and welcomed the suggestion by the representative of the Federal Republic of Germany that the role of volunteers should be reflected in the work of the Fourth Development Decade. She would welcome specific suggestions as to the best distribution of the programme advisory note with a view to follow-up action. In the area of recruitment, new personal history and interview forms were about to be introduced. She welcomed the fact that a number of United Nations agencies were lending technical support to that effort.

18. It was her understanding that, in 1989, 5.9 per cent of the volunteers had terminated contracts early, for a wide variety of reasons, including health, other job opportunities, early termination of projects, resignation for personal reasons and unsuitable matching. She proposed to pay particular attention to the last point and to make appropriate improvements. The

Programme Officer scheme and in-country orientation would make a difference in that connection. She also believed that continued upgrading of assignment planning, including post descriptions and work plans, as set out in the programming guidelines, would lead to better performance in matching, and in that connection she wished to stress again the role of the Programme Officer.

19. On the question of training for focal points, she had noted with interest the proposal by Poland concerning short-term training of those recruiting for UNV to overlap with training of Programme Officers. The current system included one-week briefings for recruitment focal points, as had been the case for Egypt, Viet Nam and the Soviet Peace Fund.

20. Referring to the universal character of the programme, she welcomed the positive reception given to the action plan to achieve greater universality. She appreciated the overwhelming support given to the proposal to expand the Programme Officer scheme, which could have a positive multiplier effect in many areas, including briefing, orientation and visibility. The representative of the United Kingdom had rightly pointed out that the proposal for an increase in the Programme Officers and the administrative staff they required met the criteria set by the Governing Council and was justified on that basis. The role of Programme Officers in joint programming, briefing and orientation had been stressed by a number of delegations. The Programme Officers constituted a valuable source of talent for the United Nations system and other development bodies, including UNV headquarters.

21. The representative of the Netherlands had recommended that UNV Programme Officers should be promoted to regular staff posts. That was not a matter which the Executive Co-ordinator could determine but represented a major budget issue for the Budgetary and Finance Committee. She would like to point out, however, that 60 international Programme Officers with associated support would cost at least $4 million, while the current arrangement involving volunteer entitlements cost only one fourth of that total. In view of the broad support for the key role of Programme Officers, she was hopeful that an additional 20 would be incorporated by BFC into the administrative budget.

22. She had also been pleased to note support for the continuation of UNV's youth mandate and for the participatory development programme of UNV for self-help at the grass-roots level. Funding for that programme beyond the regional IPFs currently came from national IPFs, the Federal Republic of Germany, Switzerland, and multiple sources of small funding generated at the country level. She hoped that UNDP's TCDC unit would be collaborating on part of the work in the near future. The representative of the United States had drawn specific attention to that point. She looked forward to the Council's support for ensuring a permanent mechanism for funding of that important programme, such as the proposed poverty-alleviation component of the Special Programme Resources.

23. In response to the representative of the Libyan Arab Jamahiriya, she pointed out that the proforma cost of UNVs was $20,300 for a UNV specialist and $5,000 per annum for a grass-roots field worker. In response to his second point, she was happy to state that experience throughout field programmes had shown that UNV specialists worked very well as members of project teams with other international personnel who enjoyed much higher entitlements.

24. A number of delegations had supported the concept of a contingency facility that would enable UNV to move rapidly in post-crisis situations. That was distinct from the emergency role of many other organizations. For example, UNV had been able to mobilize talent for UNDRO in Liberia within four weeks for an initial effort of short duration which was later expanded. Such roles might be played in connection with the post-crisis aspects of man-made or natural disasters or situations emerging from a rapidly changing geopolitical configuration. She welcomed the suggestion for the establishment of a special allocation from UNDP resources for that purpose.

25. She welcomed the support for UNV involvement in a proposed micro-capital facility and, in particular, the proposal of the representatives of Sweden, China and others that UNVs in the mainstream and grass-roots programmes should be involved in the administration of such a critical mechanism. She had been very pleased to note the support for an increase in the 15 per cent component of the Special Voluntary Fund that was allocated for innovative and experimental programmes. She had noted the comment that such an increase should not jeopardize other responsibilities of the fund.

26. She concurred with the representative of Poland concerning a more general role for non-personnel inputs in programmes. An illustration of such a role was the contribution by AMERICARES of medical equipment to provide UNV doctors and other medical personnel serving in the Comoros with the bare amount of supplies, equipment and drugs needed. A number of representatives had stressed that the UNV programme was not well enough known in many parts of the world and the representative of Egypt had made some helpful suggestions in that connection. UNV would welcome any publicity, particularly at a time when it was approaching its twentieth anniversary year. She was sure that she spoke for all volunteers in paying tribute to the steadfast promotion of the programme by the Administrator.

27. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

28. It was so decided.

PROGRAMME IMPLEMENTATION (agenda item 4)

(b) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT ITS PREVIOUS SESSIONS

(xii) REVIEW OF THE COMMITTEE OF THE WHOLE AND ITS WORKING GROUP (continued) (DP/1990/82 and Add.1)

29. Mr. GEPP (Brazil), speaking on behalf of the members of the Latin American and Caribbean group of countries, considered that UNDP management must be improved in order to achieve optimal rationalization of administrative costs. Proposals in that connection should be designed to contribute to efficiency.

30. Reduction of the length of documentation in all languages to short summaries and working only with the English-language version would not be acceptable as it would place a large number of delegations at a disadvantage.

The proposal to consider a group of items on a biennial basis was interesting, however, in that it would make it possible to reduce the volume of documentation to be examined at each session of the Council, and perhaps also to reduce the length of meetings. Issues of major importance, such as, for example the high-level segment and items for consideration at special meetings, would be excluded from such an arrangement.

31. Regarding the possible creation of a programme committee to replace the Committee of the Whole and its Working Group, the Latin American and Caribbean delegations were not persuaded that it was appropriate to create new organs in the Council. Such a decision could be justified only by a level of positive results which the Committee of the Whole and its Working Group had not been able to achieve. It was the view of those delegations that a programme committee would represent an additional bureaucratic burden which would duplicate the work of the plenary. Even if such a new organ were to be created, it would be unacceptable in the conditions proposed by the representative of Japan. Any committee or working group which might eventually be created must be open to all members of the Council on a basis of equality, as all enjoyed equal rights. For the same reason the latin American and Caribbean countries could not agree to any change in the current rules of procedure of the Budgetary and Finance Committee.

32. In conclusion, the delegations of the Latin American and Caribbean countries were willing to co-operate in finding solutions which would make a genuine contribution to raising the managerial efficiency of UNDP and the Council.

33. Mr. ZHANG Guoquan (China) said experience had shown that the Working Group had only played a role in informal consultations in which developing countries had been unable to participate. Its role had accordingly not been a proper one. In order to streamline the work of the Council it would be necessary to change United Nations practice in regard to the volume of documentation and the number of meetings. He would suggest that meetings might be abolished and replaced by regular consultations at UNDP headquarters so that a forum for collaboration would continue to exist on a much more economical basis. A programme committee was unnecessary.

34. Furthermore, there was not enough time in which to study documents before meetings. Documents should be translated into all languages and distributed in good time. Translations were late, particularly the Chinese translations. He also hoped that the Division of Conference Services would improve its working methods so as to reduce the length of meetings. He suggested that, at each session, a few items should be selected for the discussion of policy aspects. General items did not need to be discussed at every session.

35. Mr. DE BEER (Netherlands) said that the heavy agenda for the current session of the Council exemplified the need to effect changes in the Council's method of work and to enhance its effectiveness. Many ideas had been put forward, such as the holding of the high-level segment every two years rather than every year. His delegation was prepared to discuss specific proposals in the Drafting Group and agreed with the representatives of Japan and Switzerland that the time had come to take a serious look at the Council's working methods.

36. Mr. OSUNA (Spain) said that the proposal to reduce the volume of documentation in Spanish was unacceptable. There was a sufficiently large number of delegations which worked in Spanish to warrant the continued publication of documents in that language. The Council's methods of work could be improved by summarizing the various documents in all languages. He supported those delegations which had mentioned the possiblity of staggering the work of the Council over the year.

37. The PRESIDENT suggested that informal consultations should be held for the purpose of framing a draft decision on the question.

(v) PROMOTION OF NATIONAL CAPACITY: HIGHLY QUALIFIED STAFF (DP/1990/22)

38. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), introducing the sub-item, said that the report on incentives and other supplementary payments to government staff (DP/1990/22) dealt with questions raised by Council decision 89/22. The problem of low salary/low efficiency was particularly pronounced in countries facing severe budgetary constraints, where it was becoming increasingly difficult to attract and retain highly qualified national staff in government administration. The report attempted to analyse the public service situation in the light of the declining level of real salaries for civil servants and the effects on technical co-operation programmes. There were no easy solutions to that difficult problem. All traditional concepts and principles governing technical assistance (non-creation of dependency, its goal of transferring knowledge, its role in strengthening institutions and building national capacity) were unrealistic and irrelevant when basic governmental functions were not being performed. When local officials and staff were only sporadically available to perform their duties because of low remuneration, the impact of technical co-operation was marginal.

39. It was generally agreed that civil-servant salaries below subsistence level in some countries presented a formidable obstacle to those countries' development. The Administrator's report showed that some of the ad hoc solutions often initiated by aid donors to provide remuneration to government staff and projects that they supported offered no solution in the longer term, since that increased the recipient country's dependency on foreign aid. Incentives, either in cash or in kind, were negotiated on a project-by-project basis. Those practices had many distorting effects, such as competition among donors to obtain the services of persons whom they insisted on calling counterparts, the tendency to introduce highly differential remuneration practices, and, above all, maintaining a system which remained indifferent to national attempts at civil service reform.

40. In response to the Council's request, the Administrator presented three alternative approaches by means of which UNDP could tackle that critical problem. All three alternatives started from the premise that UNDP should refrain from providing open-ended salary payments to project counterparts. UNDP's mandate and its greater emphasis on national execution made it imperative to seek a development-oriented solution to the problem. As the responsibility for identification, implementation and management of UNDP programmes and projects rested with the Government, it was important to maintain a distinction between the national development effort and the external support received via UNDP. If that distinction were to be lost

through a procedure whereby government counterparts could be paid from UNDP funds, it would become that much more difficult to ensure that the Programme's resources provided additionality to the Government's own development efforts.

41. The first alternative therefore described the existing procedure for paying project counterparts. Although it was much more restrictive than that of other donors, it provided an opportunity for UNDP to pay special compensation to staff in certain circumstances.

42. The second alternative, by liberalizing the existing procedure throughout the span of a project, made project achievement more possible. It could, however, obscure the distinction between government support for the project and its external inputs.

43. The third alternative represented a basically different approach. In countries that, due to severe economic difficulties, were unable to maintain their civil service, it was proposed to bring the problem for discussion at consultative-group and round-table meetings so that it could be dealt with in a more coherent and constructive manner, with the full involvement of the Government and the co-operation of the donor community. The solution proposed was to pool donor resources into a multiple third-party cost-sharing fund. Disbursements from that fund would be co-ordinated with the Government's central authorities. Eligibility criteria for providing funds for government staff on identified high-priority development programmes and projects would also need to be developed. UNDP could assist the Government and donors in managing that fund. It was hoped that that initiative would do away with the ad hoc approach, where government officials were selected for incentives and other payments usually by the donors themselves and, mostly, at the project level.

44. The report emphasized that that approach represented merely a general framework within which recipient Governments and donors could develop a more equitable and effective system of providing remuneration to civil servants.

45. In Uganda the situation was very difficult in that the Government did not have the revenue and depended on donor support to meet the cost of paying incentives to its civil service. In the short term, donors were reluctant to co-operate in the establishment of a centrally-funded multiple cost-sharing programme. However, in the medium term, by 1992 when the civil service reform would become operative in Uganda, donors would be willing to consider a more systematic and centralized approach to providing the Government with resources to pay incentives to its civil service. It was proposed that UNDP should pursue that goal with the possibility of the Government calling a conference of all donors in Uganda to discuss it.

46. He saw no reason for relaxing UNDP's existing limitations on paying salary supplements on projects, since that would create more problems than it would solve. He hoped that the Council would support UNDP's initiative in trying to assist Governments and donors on a case-by-case basis and, where circumstances warranted, in an effort to develop a more transparent and effective system of providing incentive payments to ensure that highly qualified staff could be retained in goverment administration as a vital input in the development process.

47. Mr. GRAHAM (United States of America) said that although the UNDP proposal attempted to overcome some of the problems associated with direct donor payments for salary supplements, it still made faulty assumptions and was not likely to be workable for the following reasons. The problem of adequate salaries was not merely a matter of limited budgets. It was also a matter of government thinking in many developing countries, which objected to large salary and benefit differentials for government employees. There were underlying issues of lack of promotion on merit, seriously deficient working conditions, politically-motivated staff assignments, poor supervisory conditions and, generally, a depreciation of quality and professionalism in public service. The harsh political and economic environments in many developing countries drove potential employees away; Governments had a long way to go to make work at home attractive and worth some sacrifice in benefits.

48. The proposal did not address the question of who received the salary supplements or the criteria for selecting the government officials to be benefited. Some countries had experimented with the concept of rare skills allowances, such as for doctors and engineers, but scarcity was not limited to those categories in developing countries. The scale of the problem in developing countries was such that any fund set up would be a drop-in-the-bucket and thus not really address the issue. The idea that a salary differential fund would be temporary was self-deceiving. The problem was deep-seated and not likely to be resolved for a long time. The administration of the fund raised numerous extremely difficult issues, such as equity, the programmes favoured and professional categories supported. It was doubtful that the donor community would provide funds to be handed over to UNDP for such a purpose.

49. Most important, a salary supplement system could do more harm than good in promoting public-service performance unless it was tied to a comprehensive government pay and benefits system which staff saw as applicable to all and fairly administered. Expending energies on the establishment of a fund and its administration diverted attention from the underlying issue of government compensation arrangements. The implications for host-country budgets should be examined by specialists in that field before the subject was pursued further.

50. What action should be taken? UNDP, the World Bank and IMF should together work out an approach that combined attention to budgetary constraints and compensation plans. The tendency was for economic reforms to reduce budgets and to cut staff without a complementary effort to introduce pay and benefit system reforms. Reduced budgets and staff should permit higher compensation and benefit arrangements for those remaining in public service.

51. Donors should be urged to support recurrent costs of their major development programmes in the long term. Recurrent-costs support would not include salaries and benefits but other operating costs that enabled programme staff to perform effectively. Many LDCs would not be able to support national programmes addressing major development problems for a long time. Support for operating costs should release funds for Governments to pay more adequate salaries and benefits according to their comprehensive systems.

52. It was essential to recognize that many developing countries would require external expertise for a long time to staff their programmes. In fact, world trends suggested a growing mix of nationals working in developed and developing countries. Attempts to be self-sufficient in nationals to carry out development programmes were unrealistic.

53. Consideration should be given to establishing an international experts equalization fund, which would provide salary topping for non-nationals to work in developing countries which paid their own established rates. The fund would enable Governments to draw up contracts with non-national experts whom they would select rather than accept technical-assistance personnel supplied by donors.

54. Funds for technical assistance should be integrated in government budgets so that those funds were included in decisions on investment and programme choices rather than treated as not requiring the discipline of budgetary systems. That might also help to reduce the excess of donor projects, which placed inordinate and wasteful demands on government staff, and to concentrate donor resources on high-priority programmes. That could be done under the programme approach to technical assistance called for under General Assembly resolution 44/211.

55. Mr. MALMIERCA (Cuba) said that his delegation was extremely concerned about the practice of paying supplements to government staff. It was convinced that such a practice contained many drawbacks and would be detrimental in the long term. It would be preferable if UNDP did not pay special compensation to staff except in extraordinary circumstances, in close consultation with the Government concerned.

56. Mr. CHAUDOUET (France) said that the question should be given special scrutiny. His delegation was concerned not so much with supplementary salary payments as with prospects for the long-term strengthening of programme execution by countries themselves. While his delegation considered it unrealistic to set 1992 as the deadline for national execution, it endorsed the principle of national execution, and hoped that the transfer would be gradual and carried out on a pragmatic basis.

57. In its opinion, national execution should be effected in three successive phases, the first being the definition of programmes by recipient States. The change-over from a project approach to a programme approach would take time. Secondly, the programmes must receive official support. Needless to say, the modalities might vary from one country to another; depending on the particular case, the programmes could be formally included in development plans, and be managed and co-ordinated by a given ministry or development body. Thirdly, the national body that executed a particular programme must be clearly identified, capable and responsible.

58. If decentralization within UNDP tended to reinforce the decision-making capacity of the Resident Representative, which his delegation strongly supported, the Resident Representative would have to conduct a continuing in-depth dialogue with the authorities of his country of residence. He should be able to determine the progress made by the country in executing the particular programme. His delegation looked forward to the proposed study on the strengthening of national capacity. He supported the idea of differentiating between cost-effectiveness and social profitability.

59. During the high-level debate, his delegation had stressed the value of the new approach set forth in the Human Development Report, 1990. That approach must be translated into reality. With regard to the methodology of operational planning, the main conclusions of the studies received by UNDP on that subject should be put into effect.

60. Ms. BWANGA-BUGONZI (Observer for Uganda) said that the problems of adequately financing incentives for civil service personnel derived partly from the commitment of Governments to structural adjustment, economic reform and stabilization policies. Her delegation believed that those policy commitments would in the years to come lead to enhanced growth and sustainable development.

61. Given the strength and quality of Uganda's dedication to those objectives, there would appear to be a sound case for requesting its development partners, in formulating their aid policies, to appreciate the nature and gravity of the financing problems currently confronting her country with regard to civil service remuneration. In that context, a sensitive and constructive response on the part of concerned donors could be of great value in helping her country to implement its economic reform programme as effectively and expeditiously as possible and in enabling the Government to attain its stabilization objectives.

62. Uganda's history was well known. As a result of exogenous factors, combined effects of the high debt-service ratios and other related problems, the ability to sustain a well-financed civil service had been grossly undermined. That had brought about another problem, the brain drain both from the civil service to the private sector and out of the country, resulting in reduced productivity in the civil service. In the interim, it was imperative that UNDP and the donor community should help to mitigate the increasing exodus of qualified nationals, as failure to respond would be tantamount to paying lip-service to the objective of institutional capacity-building. To ensure sustainability, such an arrangement must be a short-term one so that the Government could assume the budgetary implications permanently, following the country's economic recovery.

63. Assistance in that area would further enhance the quality and rate of execution of the entire country programme. In that regard, a public service review commission, financed under the MDP, was currently working on a long-term and comprehensive public service reform in Uganda. The UNDP mission report on the rationalization of financial support to the civil service in Uganda, while not necessarily reflecting the views of her Government, would none the less provide a useful input for the Public Service and Reorganization Commission in Kampala.

64. Her delegation called upon the Council to endorse the Administrator's proposal in a framework decision, leaving the details to be worked out between the Administrator, development partners and the requesting developing countries.

65. Ms. CLARKE-KWESIE (Ghana) considered that the Administrator's quick and efficient response to Council decision 89/22 was of great significance. At the previous session her country's Minister for Finance and Economic Planning had drawn attention to the need to consider measures that would allow a

portion of the funding to be applied to the proposed field-level development support service to provide incentives in the form of salary supplements for key personnel engaged in policy reforms and programmes. Her delegation was therefore gratified that not only had UNDP produced document DP/1990/22, but also on the basis of Council decision 89/22 studies had been conducted in Ghana and Uganda, two countries which had experienced an exodus of highly qualified staff due to low salary levels.

66. The study revealed that in Ghana, owing to low levels of remuneration and incentive systems, most high-level positions in the public service had remained unfilled. It showed that in the next 10 years persons occupying high positions in the civil and public services would retire and that there would not be sufficient officials in the system to replace them unless special training programmes and accelerated promotion régimes were put in place. Her Government, assisted by the British ODA, was currently working on a programme of long-term restructuring of the civil service in an effort to reduce the large numbers of low-level staff who were underemployed and to modify the grading structure of the service. However, much more needed to be done.

67. Over the past three years, more than 45,000 civil servants had been redeployed and retrained to enable them to work on their own or in other areas of the economy. Owing to the low level of remuneration, job performance and productivity in the civil service was quite low. Thus, donors had tended to pay allowances or to employ their own staff and pay them what was considered a living wage. Those allowances were not uniform and despite the efforts made by the Government to rationalize the various systems of payment, the problem still existed.

68. The report before the Council (DP/1990/22) presented three options for dealing with the problems involved. The first was to maintain and strengthen the existing UNDP policy of payments to project counterparts. The second was to liberalize the existing policy on special compensation to government project personnel. The third was to centralize any external payments to government staff through a government programme as part of administrative reform. Her delegation supported the third option because it was transparent and removed variations in the payment of allowances. It would also bring the payment of those allowances under government control. Her delegation regarded that option as a forward-looking initiative to help countries undertaking civil service reforms and therefore urged the Council to adopt it.

69. Mr. ROHMER (Switzerland) said that the problem of retaining low-paid staff was a general one and had to do with civil service reform. His delegation proposed that UNDP should continue to apply the third option proposed with a view to developing schemes that could be accepted by the donor community in general. Only a general approach to the problem would result in a satisfactory long-term solution. The problem of recurrent-cost financing was crucial, and his delegation hoped that, UNDP would take the initiative by developing within consultative groups or other co-ordinating mechanisms solutions designed to deal with the problem in the longer term.

70. Mr. SOUTTER (Canada) said that as a bilateral donor, his country was well aware of the problem of low salaries and low efficiency. Problems had to be resolved on a case-by-case basis in close consultation with the Governments concerned. With regard to extra budgetary resources for development activity, his delegation would prefer to avoid any action which would ultimately have

strict limitations placed on it. Civil service reform was in the long term not sustainable by UNDP, which should not become a kind of super employer. UNDP should adopt a case-by-case approach; there was no overall solution that would be effective everywhere.

71. Miss DOHERTY (United Kingdom) said that the development and effective management of a nation's public service sector was a key to sustainable development. That should normally evolve through internal decisions and national budgetary provisions. However, some countries facing economic problems were unable to afford the recurrent costs of remunerating public service at competitive rates. The solution was not to single out specific posts by supplementing the remuneration from external sources. Such an arrangement would introduce distortions into the national salary structures, develop competition among donors and, more importantly, create a distinction between project and non-project staff. The report (DP/1990/22) implied that those eligible would be project staff, but in many programmes it would be difficult to draw the line fairly between project and non-project staff.

72. The report seemed to be in favour of alternative 3, with a donor-funded budgetary aid pool to supplement senior staff salaries in certain categories. In some instances, however, it could be argued that all employees needed supplementing. The cost of that would be much too high. Her delegation doubted that the institutionalization of donor-paid incentives was a solution to the problem. Any proposals must take into account the broader issues and implications for other forms and sources of assistance. In that context, her delegation was pleased that UNDP proposed to explore the issue further in the consultative committees.

73. Mr. RASAPUTRAM (Sri Lanka) referred to the brain drain in the developing countries brought about by the low salaries paid to skilled personnel. In Sri Lanka, the salaries of managerial staff were high. But it was difficult to raise remuneration for one category without following suit for others, and Sri Lanka had thus decided to exempt all civil servants from taxes. That was a further incentive to the higher-paid categories. But some incentives still needed to be paid, and that should be based on results, as alternative 3 seemed to be indicating. Once a project was completed, all project personnel could receive incentives, as they would all have had a hand in its execution.

74. Mr. DE BEER (Netherlands) said that the issue had little to do with the level of remuneration, but rather with broader development questions. The problem affected not only UNDP but bilateral donors as well. In the opinion of his delegation, the three alternatives bore little relation to the underlying questions. The report implicitly concluded that the counterpart system of technical assistance had failed and could not guarantee sustainability. The dangers of the proposals were greater than their immediate advantages, and his delegation therefore recommended that the current restrictive policy be continued, as in alternative 1. It would, however, be willing to consider a draft decision incorporating certain elements of alternative 3.

75. Mr. GEPP (Brazil) said that his delegation was not convinced by the points made in the report and was afraid that the Council might be encouraging corruption in the United Nations system.

76. Mr. IVERSEN (Federal Republic of Germany) said that his delegation also had misgivings about the proposals. Disparities in salary levels between the public and private sectors existed not only in the developing countries but also in the industrial world. It was an illusion to think that incentives would solve that problem, because if UNDP agreed to such measures, other organizations would follow suit, and that would render the measures ineffectual. The real problem was the lack of qualified staff, and it was therefore necessary to tackle the problem by promoting human development.

77. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), responding to comments, said that clearly the issue was not just one of incentives, but raised the more complex problem of sustainable development. He agreed that the solutions proposed did not address all causes, and was aware that adjustment processes and policies had a significant bearing on the situation under discussion. With regard to the recurrent-cost issue, UNDP could take an active role in relieving burdens on budgetary systems.

78. The proposal contained in alternative 3 was to move the debate away from the project level towards a more central approach in order to assist Governments in deciding on their priorities. UNDP did not intend to function as a "super-employer". The Government was the employer, and UNDP would help in fund management, accounting and control, as decided collectively between donors and recipients. The counterpart system had not failed, but it was in danger of failure in countries where there were no counterparts. The system depended on a healthy public sector.

79. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

80. It was so decided.

(i) ROLE OF UNDP IN THE 1990s (DP/1990/18)

81. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation) drew attention to document DP/1990/18 on indicators for national capacity-building. Development indicators had been the subject of considerable research. The translation of the concept of "national capacity for self-reliant development" into a set of measurable indicators raised a range of issues. Most recently, the ACC Task Force on long-term development objectives had adopted a list of development indicators regarded as desirable for monitoring economic and social development, and the human development index, produced by UNDP, was another such example.

82. In the context of UNDP's role in the 1990s, document DP/1990/18 had taken institutional development as a point of departure. By and large, indicators existed at the level of individual institutions only, and it was very difficult to measure aggregate institutional capacity in a sector or subsector or to decide what minimal institutional capacity a nation needed and when installed capacity was sufficient for national development. The question became more complex when applied to policy-making capacity and to determining what such capacity consisted of, where it was located and whether an informed political environment was central to the policy-making process. The report also

explored the concept of self-reliant capacity and recognized that the term was not easy to define. It proposed that further research should be conducted on the feasibility of developing a self-reliance index.

83. Section VI of the report set out four areas for future work. Given the capacity and resources available, however, it was proposed that research should initially be confined to developing a self-reliance index and seeking to measure the development of policy-making capacity. In developing a self-reliance index, it was vital to concentrate on a few important indicators. Data for the establishment of those indicators must be easy to obtain, and national policy-makers should be able to use them. Paragraph 9 proposed four simple indicators, and further research was needed to establish those and a few other indicators in order to develop a useful index.

84. The issue of policy-making capacity was acquiring greater significance in the context of goal-setting and national decision-making. While the supply of technical co-operation to strengthen policy-making was, relatively speaking, available, it was not easy to specify the determinants of demand for policy-making or how that demand could be increased. UNDP proposed that two of the four areas mentioned in the report should be developed further. They would provide two sets of indicators for assessing self-reliant development and might also be of use to national decision-makers in their development efforts.

85. Mr. GRAHAM (United States of America) said that self-reliance was related to a society's level of complexity and technological sophistication. Small traditional societies were self-reliant because their needs, organizations and functions were simple. As an objective, self-reliance must be defined in the context of a given or planned level of organizational complexity and technological development.

86. It would be easier to define and measure capacity in a functional sense: for instance, analytical, statistical or managerial capacity. That could be accomplished both by qualified nationals with specific professional skills and through the institutional capacity to produce a given professional output. As a starting-point, it would be useful for UNDP to compile an inventory of work completed in the area of capacity-building indicators, rather than initiating new research. The development administration staff of the United States Agency for International Development (USAID) would be happy to advise UNDP on that process and share its experience with it in that area of common interest.

87. Miss DOHERTY (United Kingdom) said that indicators for national capacity-building were an important area of consideration when determining the form of technical co-operation to be given to a country programme. Requests for technical co-operation in the form of expertise or training often arose out of a shortfall in national capacity. Technical co-operation was only valid as measurable development if its long-term sustainability had been carefully planned at the appraisal stage and the necessary commitments from both donor and recipient had been made. That would progressively enhance national capacity, and the benefits derived from those proficiencies could be used to support the aspirations of an increasingly skilled personnel. However, planning for potential need in terms of developing appropriate national capacity indicators was not easy. Experience suggested that there was no clearly-established methodology that could be readily applied.

88. Her delegation doubted that a solution could be found through universal prescriptions or indicators and therefore questioned the validity of developing a national self-reliance index. It did not support research on the concept of national self-sufficiency, because the results were unlikely to produce much beyond data already currently evident. It would be more useful to conduct research on individual institutions or functions, for example, policy-making or financial management, if it covered such areas of self-reliance as those discussed in the report. The objective was to achieve a more comprehensive approach. UNDP could draw upon a range of experience in undertaking such research, and her delegation would be pleased to share its experience in that area.

89. Mr. SOUTTER (Canada) said that in the last section of the report, the Administrator proposed exploring new avenues. In that connection, the General Assembly, at its forty-fourth session, had asked the Statistical Office of the Secretariat and the United Nations Research Institute for Social Development (UNRISD) to explore qualitative indicators of development. His delegation urged the Administrator to co-operate with those organizations, as well as with bilateral donors. Independent UNDP initiatives in the area should be encouraged as long as they were chosen for their potential usefulness rather than for their contribution to the advancement of the social sciences. One such example was the "social dimensions of structural adjustment". Furthermore, it was to be hoped that a national capacity indicator, which to the extent possible measured the need for technical assistance, could be made available in time for the preparation of the sixth cycle.

90. Mr. MacDONALD (Australia) alerted the Council to the need for gender-desegregated information.

91. Mr. GIELING (Belgium) stressed the importance of improving management capacity for assisting national execution of projects. That meant that UNDP could not reduce funds for capacity-building. Furthermore, it would be useful to produce a more precise definition of the human development index.

92. Mr. ROHNER (Switzerland) concurred with the delegation of the United Kingdom on the need to produce indicators of practical use to UNDP, particularly at the programme and project level.

93. Mr. PENZIN (Union of Soviet Socialist Republics) agreed with other speakers that the report was very theoretical. It would be more useful for UNDP's work if a more practical orientation could be found. His delegation would like to know how countries could use or familiarize themselves with the results of projects conducted on the basis of such indicators.

94. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), responding to comments, said that both individual and aggregate institutional development had always been a UNDP concern. Clearly, indicators must be taken beyond the project level so that national managers could use them for their own purposes, and not just in the context of UNDP assistance.

95. In response to a comment by the delegation of Canada, he said that UNDP was working closely with UNRISD and would continue to do so in the future. The comment made by the delegation of Australia would be taken duly into

account. UNDP would pursue its work on individual institutions and policy making. Seminars were planned with Governments on how to measure assistance and national development in the area.

96. The PRESIDENT said that, if there was no objection, he would take it that the Council wished to take note of the report of the Administrator contained in document DP/1990/18.

97. It was so decided.

(vii) NON-GOVERNMENTAL AND GRASS-ROOTS ORGANIZATIONS (DP/1990/25)

98. Ms. TIMPSON (Director, Division for Non-Governmental Organizations, UNDP) said that the definition of development contained in UNDP's Human Development Report reversed the mechanistic view of human beings as resources for economic development and took instead a humanistic view which saw the objective of development as enlargement of people's options. That meant, as the Netherlands Minister for Development Co-operation had so aptly put it, moving from development for or of people to development by people. That change in development thinking called for a corresponding change in the way development assistance was carried out. There was a need to focus on people and process, rather than on plans and projects. Popular participation was finally being recognized as crucial to any strategy for successful and sustainable human development, and as such had been highlighted in declarations from intergovernmental forums in Khartoum and Jakarta, and most recently in the African Charter for Popular Participation in Development, adopted unanimously at the meeting of African Governments, NGOs and United Nations agencies held in Arusha (Tanzania) in February 1990. The challenge now was to put it into practice.

99. Countless examples existed of people's spirit and ingenuity applied to devising survival strategies at grass-roots level when macro-economic trends had aggravated their poverty. In his statement earlier in the week, the Director of the Regional Bureau for Africa had described the resilience of rural African populations as the success story of the past 20 years. The creativity that existed at the micro-economic level must be encouraged and multiplied by putting in place appropriate macro-economic policies and structures and by giving people the tools with which to build their own development. That was the reasoning behind the democratization and decentralization strategies adopted in a number of countries, and behind the expanding focus on the so-called independent sector: NGOs, professional employers' and consumers' associations, co-operative societies, trade unions, chambers of commerce, and women's, youth, student and advocacy groups that were the vehicles for people's participation in civic society.

100. The growing disparities in people's access to resources, skills and employment had been highlighted by delegations in the high-level segment. NGOs had been active in areas where problems had been the most intractable and had gained considerable inside expertise and experience, from which UNDP could learn. It was appropriate that the topic under discussion was linked to the question of national capacity-building. Many of the delegations which had spoken on UNV had stressed the importance of popular participation and grass-roots development. UNVs provided useful services in that connection. However, they could only supplement what must be first and foremost a national effort, if the process was to move beyond isolated activities and become part

and parcel of national development strategies. Indigenous NGOs and field workers were key instruments in that regard, as were national youth services such as those instituted in Ghana and Indonesia. Countries must be able to tap and reinforce those existing national capacities.

101. In assisting countries in dealing with human development strategies, UNDP must help work out the most suitable complementarity of action between the public and independent sectors. To do so effectively, it must implement a two-pronged approach, working at both the micro-economic and macro-economic levels. The Partners in Development Programme had been a key instrument for UNDP involvement at micro level, for getting resources to indigenous organizations and reinforcing their activities. It had also afforded UNDP personnel an opportunity for direct contact with realities at the grass-roots level, and had allowed NGOs to become more familiar with UNDP, winning the organization a positive image which, when linked to its existing credibility with Governments, allowed it to play a unique role in facilitating dialogue and collaboration between NGOs and Governments. It would be extremely important to expand funding for the Programme in the future. As communities and NGOs became aware of the window to grants from UNDP, the number of valid requests received had been growing rapidly.

102. The Administrator's report contained a number of other examples of projects involving NGOs and grass-roots organizations, either at the micro level or in mainstream country-programme activities. Associated programmes had often led the way in demonstrating the viability of such activities. Co-operation with NGOs had been particularly effective in emergency situations and in working with refugees and displaced persons. UNDP had also undertaken pilot activities to test the feasibility of carrying out large-scale programmes building on initiatives from the bottom up. Its major effort in that regard, the Africa 2000 Network, was now fully operational in seven countries. Four more countries would be included before the end of the year. UNDP considered that the mechanisms put in place using national screening committees and co-ordinators could serve as models for similar grass-roots action in other sectors and regions. The special contributions from Canada, Denmark, France, Japan and Norway, which had made the programme possible, were much appreciated.

103. At the macro-economic level, UNDP was assisting Governments and NGOs in expanding their dialogue and collaboration, through research and case-studies of actual experience, and through operational support to workshops, data collection, and advice to NGO associations and government/NGO liaison offices. Certain NATCAPS had included attention to the NGO sector. In preparation for the fifth-cycle country programmes, it was joining with Governments and other agencies of the United Nations system, particularly FAO, to identify where participatory methodologies and NGO collaboration might represent effective sectoral approaches in future programming.

104. Other macro-policy activities included support to the informal sector, which was increasingly being recognized as the most potentially significant source of livelihood in the future for the vast majority of the poor. Credit was a key component in such support, and the joint-liability approach adopted by groups such as the Grameen Bank provided a successful model on which UNDP was building in several countries. While a number of donors were channelling increasing amounts of their bilateral funding through their own NGOs, they were becoming increasingly aware of the need to work with indigenous southern

partners if they were to achieve long-term sustainability of their efforts. UNDP's own mandate had led it to focus from the start on building up capabilities of local NGOs, while drawing on capabilities of northern NGOs to do so when appropriate. It had also played an important role in facilitating NGO participation in the policy dialogue at all levels, on special topics where their role could be significant. It had worked closely with the other sponsors of the World Conference on Education for All held in Jomtien (Thailand) in March 1990, to give NGOs a place as full participants in the conference and its drafting committee. Where Governments desired, they would also join in discussions on action to follow up conference recommendations.

105. UNDP was also working closely with Governments and the secretariat for the United Nations Conference on Environment and Development to ensure that groups which had played a key role in bringing environmental issues to world attention would be able to make a commensurate contribution to preparations, deliberations and follow-up to the 1992 conference. Participation by all players in the independent sector would be particularly important in that regard.

106. In his proposals for a funding strategy, the Administrator had set out three areas likely to be of highest development priority in the 1990s: strategies for poverty alleviation and investment in people; better economic management in a competitive environment to ensure the release of the creativity and productivity of all the people; and environmentally sound and sustainable economic growth. Popular participation was crucial to effectiveness in all three areas. UNDP stood ready to respond to government requests for support in giving effect to participatory approaches in all those areas.

107. Mr. LIMA (Brazil), speaking on behalf of the Latin American and Caribbean countries, fully supported UNDP's activities directed at closer co-operation with the NGOs. His region, where democracy now prevailed, was becoming increasingly aware of the key role of NGOs in strengthening the bases of civic society, while pressures on government budgets resulting from the debt burden had made countries aware of the value of NGOs in complementing public-sector activities. UNDP was assisting countries, at the national and regional levels, in preparing a data bank on national NGO programmes. It was also helping countries forge contacts with international NGOs, with a view to providing them with information on activities they might be prepared to finance.

108. UNDP had assisted countries in involving specialized NGOs in the preparation of environmentally sound strategies for sustainable development. It was also helping to establish an electronic information network linking scientific organizations and national centres of excellence, to share experiences in areas of mutual concern.

109. The countries of Latin America and the Caribbean wished to express their appreciation for the Partners in Development Programme, which was working directly with NGOs and grass-roots organizations in 14 countries of the region. They regretted the fact that the resources available for the programme did not match existing needs. They were confident that additional resources would be mobilized in the future, so as to benefit other countries that had expressed keen interest in participating in the programme.

110. Mr. CHAUDOUET (France) said that the recent events in Eastern Europe were accentuating and accelerating a ground swell that had been apparent in many developing countries for some time. Fundamental to that movement was the growing awareness that the State did not and could not have a monopoly of knowledge, or of the drafting and implementation of development policies. The State must now accept civic society as a full partner in the development process. Such a recognition of civic society by the State constituted a crucial turning-point, which was already apparent in almost every region of the world.

111. His delegation agreed that importance should be attached to texts such as the Khartoum and Arusha Declarations, and the Ajuba Declaration on Participation of Women in Development. Those texts shared a common philosophy, and France welcomed their presentation, discussion and adoption at such official forums as the annual session of the Economic Commission for Africa (ECA).

112. Of course, those new orientations must not be regarded as magic short-cuts to progress. Rather, they marked the appearance of new processes and development opportunities, which posed their own problems, and called for new perceptions of approaches to development. The concept of "development by people" must be based on a partnership between the State and civic society. The question was, how to link the needs, aspirations and initiatives of people, NGOs, and groups and enterprises of all kinds with the crucial and indispensable role of the State on points as fundamental as a medium-term and long-term vision of a country's development, the need to take account of the external environment, or the major orientations of macro-economic and sectoral policies. If some macro-economic policies had sometimes had adverse effects, that did not mean there was no further call for them. But the drafting of such policies could be substantially improved if it was carried out in concert by the State and the representatives of civic society, particularly because the NGOs could be the best witnesses of the grass-roots effects of development policies and adjustment programmes. The establishment of structures and procedures for dialogue and partnership must be a gradual process, and must be supported by multilateral institutions, the industrialized countries and all NGOs.

113. Mr. SOUTTER (Canada) said that his delegation was pleased with the achievements of the Division for NGOs in 1989, and with what it had accomplished since its inception. The grouping of the Division's programmes in document DP/1990/25 was clear and logical. His delegation supported its strategic orientation and was pleased to note intense activity in each category. It would continue to provide funding to the Africa 2000 Network, and saluted those countries that already contributed to the programme, voicing the hope that other donor Governments would consider its experience and potential useful. It also wished to express appreciation for the contribution made by the Division for NGOs at the recent International Conference on Popular Participation in Africa, held in Arusha under the auspices of ECA. It was to be hoped that that conference would produce concrete results at the national level.

114. Mr. OLOKILIKOKO (Observer for the Congo) welcomed the new incentives to strengthening the role of the NGOs in the developing countries, and the Africa 2000 Network, aimed at promoting ecologically sustainable development.

The Congo had adopted a course of socio-economic development whose distinguishing feature was its absence of authoritarian constraints. While the development plan was not mandatory, it had nevertheless to be respected. In order to promote a common awareness of development in the Congo, account must be taken, in his country's specific case, of the principles of co-operation and complementarity that must underlie a policy to encourage the development of NGOs. While the concept was a new one in his country, and thus not yet clearly perceived, NGOs none the less existed and were indeed very active. His delegation would welcome more information on the new concept which was very popular at the grass-roots level, and unreservedly endorsed UNDP's support for NGOs working in the Congo.

115. Mr. MIZUKOSHI (Japan) said that the uniqueness of UNDP resided in its country approach and specificity, and in that regard reaching the grass roots was essential to achieving sustainable and participatory development. It thus welcomed UNDP's activities in support of NGOs, particularly indigenous NGOs, and grass-roots groups. Japan had a new scheme to extend its bilateral Official Development Assistance through NGOs. In support of UNDP's activities in that field, it had contributed to the Africa 2000 Network. His delegation hoped that UNDP as a whole, and its NGO Division, would continue to promote the participation of NGOs and grass-roots organizations in the development process in an integrated and co-ordinated manner.

116. Mr. GRAHAM (United States of America) said that his delegation supported promoting communication and co-operation among developing-country Governments, local NGOs, and multilateral and bilateral aid agencies. Strengthening the development capacities of indigenous NGOs, NGO associations and grass-roots groups and promoting and supporting the informal sector were equally important. It noted the innovative use of regional and interregional activities to serve as demonstrations and help disseminate successful approaches. It commended UNDP's initiative in establishing the Partners in Development Programme, and was encouraged by its positive reception and by UNDP's decision to expand it in 1989. It welcomed the choice of activities and population groups supported by the programme. The establishment of the Africa 2000 Network was also an activity deserving support.

117. His delegation saw an important role for UNDP in increasing recipient Governments' knowledge of and collaboration with NGOs, since the latter constituted an important development force. However, consideration must be given to the strengths, weaknesses and linkages among local organizations, and between local and national organizations, before embarking on programmes that depended on local organizations for successful implementation. UNDP's development of a questionnaire and software for use in establishing national computerized data bases on NGOs was of interest to USAID, and the sharing of information to identify possible areas of co-operation was to be encouraged.

118. His delegation noted with interest the expansion of the UNV Domestic Development Service, and the value of its activities in strengthening community-based self-help groups and indigenous NGOs. Regarding the involvement of UNDP-associated funds and programmes in grass-roots/NGO initiatives, the progress made in activities such as those of UNCDF, UNIFEM and UNSO was encouraging. His delegation also expressed interest in exploring co-operation with UNDP in the area of promotion and support for the informal sector, particularly with regard to micro-enterprise development.

119. Mr. GIELING (Belgium) said that NGOs played a major role in his country's bilateral development co-operation. They could make an important contribution in the field in the three areas of national execution, further improvement of national management capacity and human development - areas to which the Council was currently attaching great importance.

120. Miss DOHERTY (United Kingdom) commended UNDP for strengthening its activities to enhance effective communication between the United Nations and NGOs. NGOs themselves could promote international understanding by using their close ties with some of the poorest communities to provide the long-term development assistance that was needed. Building on communication between NGOs and communities, and expanding it to broaden the understanding between NGOs and UNDP, could only improve the appropriateness of the aid UNDP delivered.

121. Her Government regarded strengthening the capacities of indigenous NGOs as an appropriate function for long-term development. Its Joint Funding Scheme supported British NGOs which mostly worked in close partnership with indigenous NGOs.

122. With regard to promotion and support of the informal sector, production of the programme advisory note seemed to be a sensible way of enhancing UNDP's commitment in that area. In order to provide long-term sustainable development, it must be ensured that the tasks of the formal and informal sectors complemented one another. Her delegation welcomed the initiatives described in the report in that connection. The diversity of the activities developed by UNDP in its approach to co-operation with the NGOs indicated the flexibility and responsiveness of the programme. Her delegation particularly welcomed the emphasis placed on the needs of women.

123. Mr. OSUNA (Spain) said that his delegation in general supported the activities of the NGOs; UNDP could make a very positive contribution to the development of civic society. NGOs also had a positive contribution to make in modernizing and strengthening local government, sound management of which could generate complementary activities, leading to a cascade effect. NGOs could act as a bridge between decentralized State institutions and civic society. Improved organization of local government could bring social, economic, organizational and infrastructural benefits at both public and private-sector levels.

124. Ms. TIMPSON (Director, Division for Non-Governmental Organizations) thanked delegations for their support for the work of the Division. It was aware that it was venturing into a new area, in partnership with Governments, NGOs and, not least, local authorities, in working out how best to ensure complementarity between the public and private sectors. Strengthening indigenous NGOs was a key area for UNDP, and the Division had been working closely with northern NGOs and others which had gained experience of the very particular management needs of southern NGOs - needs that did not necessarily resemble those of business, for example. The Division was tapping the expertise of consultants and NGOs that had been working in that specific area. It looked forward to continuing to work with those Governments that required support, and indeed on the whole question of relations between public administration and the private sector.

125. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

126. It was so decided.

The meeting rose at 1 p.m.